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ABSTRACT

A historical overview of Ohio's county boards of education is provided in this document. State legislation passed in 1914 provided statewide school standards, established the county boards of education, and outlined the county superintendent's qualifications. The new boards' major responsibilities included teacher supervision and the reorganization of rural districts through centralization. Chapter 1 explains how counties in Ohio were established, and chapter 2 describes the early schools. The Ohio School Survey of 1913, which led to the passage of the "New School Code" in 1914, is described in the third chapter. Chapters 4 and 5 present information on the establishment of the county boards of education and the early years of the county school districts. Chapters 6 through 11 examine how the county boards and the dominant administrative issues changed during the Depression years through the present. Chapter 12 focuses on the boards' function as a vital learning link in providing a variety of cost-effective services. Chapters 13 and 14 describe past board accomplishments and offer recommendations for the future. Two tables, one figure, and two photographs are included. Appendices include sections of the 1914 "New School Code" and a list of county superintendents (1914-1989). (Contains 56 references.) (LMI)

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History of Ohio's County Boards of Education

75th ANNIVERSARY

1914–1989

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Preface

County boards of education were established in 1914 in response to recommendations from the Ohio State School Survey Commission. Senate Bill 9, passed on February 4, 1914, provided for the standardization of schools and established the county boards of education. The statute also described the county superintendent's qualifications.

One major responsibility given to county boards of education was to reorganize rural and village districts through consolidation and centralization, thereby reducing the number of districts and one-room schools. Another responsibility given to county boards of education was that of teacher supervision, which had an enormous positive impact on instruction of that day.

Since 1914, county superintendents have been involved in various areas of administration and perform many services, which include, but are not limited to the following: cooperative programs, supervision, liaison between the local school districts and the Department of Education, health insurance programs, and special education services. Many of these services have been initiated by the county offices of education without being legislatively mandated.

The accomplishments and achievements of county superintendents and county boards of education have helped to make significant advancements in Ohio's educational system over the past seventy-five years.

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Chapter I

The Establishment of Counties in Ohio

"Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." These words, adopted by the Continental Congress of the United States in the Ordinance of 1787, Article 3, eloquently demonstrated the interest of the founding fathers in education. Two years earlier, they had enacted a land ordinance for "ascertaining the mode of disposing of Lands in the Western Territory." The Ordinance of 1785, which established townships six miles square, reserved one thirty-sixth of all land sold in the Northwest Territory for education. "There shall be reserved the lot No. 16, of every township for the maintenance of public schools within the said township." These two actions not only recognized the importance of education, but helped to secure a public policy position for education long before the territory's free schools were established.

The intent of the Congress to encourage education was clear. Implementation of that intent, however, was slow to develop. Ohio was more than fifteen years away from achieving statehood. It was even further away from having a statewide plan for education.

Following the Revolutionary War, people hungry for land began to move into the territory northwest of the Ohio River. The first problem was to determine whether the land belonged to the individual colonies or to the nation as a whole. Some of the colonies made extravagant claims on land to the west of their borders. Virginia was particularly aggressive in claiming territory for itself. The state was also generous in offering bounties of land to those who had served in the military during the Revolution. In 1784, Virginia ceded its claims in the Ohio Territory in exchange for about four million acres bounded roughly by the Ohio, Scioto, and Little Miami rivers. The grant was known as the Virginia Military District. The following year Congress reserved some land in eastern Ohio for soldiers who had served in the Continental Army. In 1796 it reserved an additional two and one half million acres northeast of the Virginia Military District in a tract that was known as the United States Military District.

Thomas Jefferson had suggested that the territory be divided into blocks of land six miles square. The north and south lines were known as range lines, and the east and west lines were called township lines. Each block was to be identified as a township which in turn was to be divided into thirty-six sections. The United States Geographer began surveying in 1786-87. Starting on the west bank of the Ohio River where it intersects the western boundary of Pennsylvania, he projected the "Geographer's line" westward and then established seven ranges of townships to the south of the base line. This area became known as the Seven Ranges.

The government concluded that by selling the "Congress lands" for one dollar per acre, the enormous national debt could be reduced or eliminated. Unfortunately for the individual interested in getting a piece of land for himself, the government would sell no portion of land smaller than a 640-acre section. Consequently, early titles often went to land companies, which in turn sold smaller parcels to individuals.

The Ohio Land Company was organized in Boston in 1786. Manasseh Cutler, a skillful bargainer and an astute politician, was agent for the company. He managed to persuade a reluctant Congress to reserve up to five million acres of land for the Ohio Company in return for specie certificates that were worth less than twelve cents on the dollar. In addition, Congress charged for only two thirds of the land, assuming that one third would not be usable. Secretly, Cutler was forced to make a side contract with the Scioto Land Company, allowing them to take three and one half million acres running northward from the mouth of the Scioto River. The balance of this land was to be for the Ohio Company, and was to be situated west of the "Seven Ranges," running northward from the confluence of the Muskingum and Ohio rivers. As a final stipulation, Cutler agreed to transfer his support to Arthur St. Clair's nomination for the governorship of the new Ohio Territory.

One month after Cutler had consummated his deal with the Congress, Judge John Symmes of New Jersey made a proposal to the Treasury Board. The only land along the Ohio River that had been ceded by the Indians and that had not been reserved in some other tract was the land between the Big Miami and Little Miami rivers. Symmes wanted to buy the land between the rivers and as far north as a line coinciding with the boundaries of the Ohio and Scioto companies. He estimated the size of the tract at two million acres. The board was in no hurry to complete the deal, and Symmes later modified his request to one million acres because of financial problems. He was overly optimistic about receiving the land, and in 1788, set out to establish a lodging for himself on the tract. He left his agent, Jonathon Dayton, to work out final details with the board. A contract was completed in 1788, but Symmes did not receive clear title until 1792, when Congress passed an act. Thus, by 1792, all the land along the Ohio River from the Pennsylvania border to the Big Miami River was either reserved or had been turned over to land companies for development.

The situation was somewhat different in the northern part of the territory. Many settlers ventured northward along the various tributaries of the Ohio River to claim land for themselves. They soon found that even though treaties existed with the Indians, there was considerable dispute as to what those treaties actually meant. Territorial Governor St. Clair was ordered by President Washington to convene councils with the Indians to establish peace. When these efforts failed, the government decided to use military force. The first two armies attempting to enforce peace were defeated by the Indians in 1790 and 1791. These armies were lead by General Harmar and Territorial Governor St. Clair respectively.

The third march against the Indians was successful. General "Mad Anthony" Wayne defeated the Indians at Fallen Timbers in 1794. He dictated the terms of the Greenville Treaty that established the treaty line with the Indians. About one third of the present state of Ohio was reserved for the Indians. Finally, the Northwest Territory was secure for the establishment of settlements.

The northeastern part of Ohio was not considered part of the Northwest

Territory because it was claimed by Connecticut. After Virginia and Massachusetts had ceded most of their claims for land west of the original colonies, Connecticut ceded its claims for all territory except for the land lying north of the forty-first parallel and to a line 120 miles west of the western border of Pennsylvania. It claimed an additional half million acres beyond its "Western Reserve" as the "Firelands."

The state of Connecticut sold its "Western Reserve" with the exception of the "Firelands" to the Connecticut Land Company in 1795. The following year Moses Cleaveland, a principal in the company, led a party of about fifty into "New Connecticut" for the purpose of surveying the land. They also used the range and town grid system, but each township was five miles square, rather than six as in the Northwest Territory.

The proceeds from the sale of the land amounted to $1.2 million. This money was to be placed in a special fund and the interest from the fund was to be used to support schools in the state of Connecticut. None of the land in the Western Reserve was appropriated for schools that might be built there. After Ohio became a state, Congress appropriated lands in other parts of the state to support education in the Western Reserve.

The Ordinance of 1787 provided that the governor "shall proceed from time to time as circumstances may require, to lay out parts of the district in which the Indian titles shall have been extinguished, into counties and townships, subject however to such alterations as may thereafter be made by the legislature". On July 27, 1788, Governor St. Clair, in one of his first official duties, established Washington County. He declared that the eastern boundary was to be the Pennsylvania border to Lake Erie, the northern border was the south shore of Lake Erie west to the Cuyahoga River, thence south along the river and the Tuscarawas to Fort Laurens, west to the Scioto River, following that river to the Ohio River. The southern and southeastern boundaries would be the Ohio River. Although the county contained almost half of the present state of Ohio, most of the inhabitants lived in or near Marietta.

In January of 1790, Governor St. Clair ordered the creation of Hamilton County, which was to be all the land north of the Ohio River and between the Big and Little Miami rivers. The northern boundary was to be established by a line drawn easterly from the Standing Stone fork of the Big Miami to the Little Miami. Two years later, Hamilton County was enlarged to go as far east as the Scioto River and then north into eastern Michigan.

As settlements developed, people wanted to be within a day or two of travel from the county seat. Thus, over a period of time, more counties were created. Wayne County was established in 1796. It comprised land north of the Greenville Treaty Line and extended westward into Indiana and north into Michigan. It later became Wayne County, Michigan. In 1797 Adams County was carved out of Washington and Hamilton Counties and ran north to the southern boundary of Wayne County. A few days later Jefferson County was created from three of the original "Seven Ranges" and then ran north to Lake Erie and east to the Pennsylvania border. The following year, Ross County was created from the northern three- fourths of Adams County.

In creating Washington County, Governor St. Clair included a large portion of the Western Reserve, which still belonged to Connecticut. The Territorial Legislature in 1799 determined that the northern boundary of Jefferson County would be the southern boundary of the Western Reserve. Connecticut

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Ohio County Boundary Lines in 1792.

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had refused earlier to have the Western Reserve designated a county in the Northwest Territory. Congress was finally forced to resolve the issue in 1800. Congressman John Marshall chaired a committee that was charged with finding a solution. The committee proposed a contract that permitted Connecticut to pass title of the land to the Connecticut Land Company, but required the land and its inhabitants be under the laws and jurisdiction of the United States and the Northwest Territory. Governor St. Clair then established that the Western Reserve would become Trumbull County. He also named Warren as the county seat, much to the displeasure of the citizens of Cleveland and Youngstown.

Later that year, Clermont County was carved out of the southeast corner of Hamilton County, and Fairfield County was formed by combining the eastern part of Ross County with the western part of Washington County. The following year, Belmont County was formed from a portion of Washington County. No more counties were established during the next two years.

In 1803, when Ohio became a state, eight more counties were formed: Gallia, Franklin, Scioto, Warren, Butler, Montgomery, Greene, and Columbiana. The rest of Ohio's 88 counties were formed after 1803. The last county to be established was Noble County in 1851, but boundary changes and adjustments continued until 1888.

Ohio County Boudary Lines in 1801.

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Ohio County Boudary Lines in 1803.

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Chapter II

Early Schooling in Ohio

The first formalized schools in Ohio were probably those established by Moravian missionaries at Schoenbrunn and Gnadenhutten some fifteen years before the Northwest Territory was established. However, those schools were organized for children of the Indians who had been converted by the Moravians.

The territory's first school was at Marietta. The influence of New England was apparent in much that happened in the settlements of the new territory. The officers of the Ohio Company at their last meeting in Massachusetts had adopted a resolution that the directors "be requested to pay as early attention as possible to the education of youth and the promotion of public worship among the first settlers." Although others who were traders, missionaries or adventurers had preceded them into the territory, these "first settlers" did establish the first permanent American western settlement in 1788.

During the summer of 1788, Manasseh Cutler visited the new settlement. As soon as he returned to Massachusetts, he sent a minister-teacher, Daniel Story, to Marietta to fulfill the resolution that he and his associates had framed in 1787. Story reached Marietta in the spring of 1789 and became the first ordained minister in the Northwest Territory. He also taught the children of the community. Between the time that Cutler left and Story arrived, however, a small group of children met at the blockhouse at Marietta during the winter of 1788-89. Here they received instruction from Major Anselm Tupper in what was the first formal education program in the territory. Tupper had been a soldier in the Revolutionary War and was now a surveyor and a militiaman at Campus Martius. In Belpre, children began to receive instruction from Bathsheba Rouse in 1789. Daniel Mayo, a graduate of Harvard, moved to Belpre in 1789 and became the teacher down the Ohio River at Farmers Castle.

Although Marietta did have the first common school, "subscription" schools were essentially the rule in the early settlements. These were formed when a sufficient number of interested families joined together to hire a teacher. It was not uncommon for a teacher to advertise himself and solicit students in return for money, lodging, or provisions. It was also common for the community in general to support the teacher after the subscription school was established.

John Reily, Revolutionary War veteran, established a subscription school near Cincinnati in 1790. The first school that was actually located in Cincinnati opened two years later. Benjamin Van Cleve taught at Dayton's first school, which opened in 1799. In the Western Reserve, citizens joined together to erect one-room log schoolhouses near the public squares of Cleveland and Youngstown. The school at Cleveland opened in 1800, and Sarah Doan was the first teacher. Perlee Brush was the first teacher at Youngstown's school, which opened in 1802.

Adults often attended during the winter term to make up for their own loss of educational opportunity when they were young.

Ohio was rapidly approaching statehood. On November 1, 1802, a constitutional convention met at Chillicothe. The thirty- five delegates elected Edward Tiffin as president. The Ohio Constitution was drafted and approved in less than one month. The convention was influenced by both the recently adopted United States Constitution and the Ordinance of 1787. Their work also reflected the times and the concerns of the framers. Disgruntled by an autocratic territorial governor, they put the legislature in a more prominent position than either the executive or judicial branches.

The federal constitution did not address education, but the Ordinance of 1787 stated that "schools and the means of education shall be forever encouraged." Even though land had been set aside for educational purposes in the Ordinance, the writers of the state constitution failed to make education a state mandate, or for that matter, a state interest. The first constitution stated that "schools and the means of instruction shall forever be encouraged by legislative provision not inconsistent with the rights of conscience." It added that "no law shall be passed to prevent the poor" from participating in schools endowed by the land grants.

In the Northwest Territory, one section of each township had ostensibly been reserved for school purposes. In addition, Congress specified that the Northwest Territory set aside one thirty-sixth of the United States Military Tract and the Virginia Military Lands, fourteen quarter townships from the Military District for the Western Reserve, and one thirty-sixth of all lands subsequently purchased from the Indians for the support of schools. Unfortunately, the law had no safeguards to protect the interest of the schools in the lands.

Ohio achieved statehood in 1803. Since the State served as trustee of the lands, it determined to lease the lands. Mismanagement resulted in some of the lands being leased for ninety-nine years at ridiculously low rates. Many lessees simply removed the valuable timber and then abandoned the land. Squatters took over some of the lands and lived undisturbed as officials ignored them. After twenty-five years of turmoil and neglect, the legislature determined to abandon the leasing policy and sell the lands in 1828. About four million dollars was realized from the sale. This amount was certainly not enough to support a system of common schools for the state. Even if the land had been managed properly, it would not have produced sufficient revenue to finance a statewide system of free public schools.

Ephraim Cutler introduced legislation in 1819 that would regulate and support common schools. The bill passed in the House but was killed in the Senate. In 1821 Caleb Atwater of Circleville was appointed chairman of a schools and school lands committee. The committee chastised the legislature for poor administration of the school lands and proposed a commission "whose duty it shall be to collect, digest and report to the next General Assembly a system of education for common schools." Atwater and Cutler, along with five others, were appointed to the commission by the governor. After extensive work had been done and proposals made, the legislature adopted a resolution of appreciation and adjourned.

The first general school act was passed by the legislature in 1821. This law provided for the establishment of school districts within townships, and also made the property within the township subject to school taxes. The act

was largely ineffective because the levying and collection of the taxes was at the option of the district.

The next major school act was passed in 1825. This land- mark legislation was partially mandatory in its provision. Town- ships were to be divided into districts and directors were to be elected for each district to manage the schools. Teachers were to be certified by a county board of examiners. Each community was required to levy taxes for its schools. In some districts, school was kept in session as long as the public funds lasted. When those monies were exhausted, the school term was over for all but those who could pay to maintain the teacher on the job. The legislation passed only because the friends of the canals traded votes with the friends of the schools. The canals bill passed on February 4, 1825, and the public school bill passed the next day.

One of the people who had a significant influence on the direction of education in Ohio and the rest of the nation was Calvin Stowe. He was an instructor at the Lane Theological Seminary in Cincinnati. In 1836 he married Harriet Beecher, daughter of the president of Lane. That same year he went on an extended tour of Europe and studied the educational systems of England, Scotland, France, Germany and Prussia. In his report to Governor Lucas, he described the European system of education and proposed that Ohio should adopt many of its features. He wrote, "If it can be done in Europe, I believe it can be done in the United States; if it can be done in Prussia, I know it can be done in Ohio. The people have but to say the word and provide the means, and the thing is accomplished; for the word of the people here is even more powerful than the word of the King there."

Stowe enumerated several points that were essential to developing a system of public education. He said that teachers must be skillful and trained to their business. He implied that "teachers, then, must have the means of acquiring the necessary qualifications; in other words, there must be institutions in which the business of teaching is made a systematic object of attention." He insisted that teachers must be competently supported and devoted to their business. He stated that since we could not expect to find male teachers for all the schools, "the business of educating, especially young children, must fall, to a great extent, on female teachers. There is not the same variety of tempting employment for females as for men, they can be supported cheaper, and the Creator has given them peculiar qualifications for the education of the young." He concluded that children must be made comfortable in school, they must be punctual, and they must be disciplined. "Nothing can be done unless the teacher has the entire control of his pupils in school hours, and out of school too, so far as the rules of the school are concerned." He suggested that all of these changes could not be accomplished quickly, so experimental programs should be established to demonstrate the worth of the ideas. Although decades would pass before Stowe's suggestions became reality, his influence was a positive one for public education in Ohio and much of the rest of the new nation.

A contemporary of Stowe and another educator who was far ahead of his time was Samuel Lewis. He was a self-educated New Englander who had gone west to Ohio. He was, in some respects, a disciple of Horace Mann. He was appointed the first state superintendent of common schools in 1837, and although he only served three years, he had a profound influence on education in Ohio.

In the *First Annual Report of the Superintendent of Common Schools*,

Lewis reported that he had travelled more than twelve hundred miles, mostly on horseback, to visit forty county seats and three hundred school buildings. Lewis agreed that students needed to "learn to read, and write, and cipher according to the old standard." But he also believed that "sound principles of government" should be taught, that children should be prepared "to perform the different duties of life," and that an "early introduction to nature is important in popular education." He stressed the importance of having good teachers, and said that the lack of good teachers "exists to a ruinous extent." He explained "the cause of this is not hard to find: it is simply that the compensation is not enough to induce men of learning, talent and moral character, to go into the profession, or continue in it. We may speculate as much as we please, pass resolutions, mourn over the defect, establish schools for teachers, and invent an hundred other plans, the more we teach the candidates, the less number of teachers we shall have; for men of learning and talent will not teach, unless the compensation and respectability of the business, are both greatly increased."

Lewis was an ardent proponent of free schools for all children. In his first report he said, "Whatever means may be adopted to raise the funds, whether by States, counties, townships or districts, the schools must be opened for all in the district, without charge per scholar, at least one-half the year; in no other way can we induce all to send. These schools must be as good, or better, than private schools, or those in comfortable circumstances will not send to them; and when schools are called 'charity', or schools for the poor, it will be their destruction." He suggested that funds come from both the state and the township, so that the people in the district would feel that their school depended on them for support, while money from the legislature would "operate as a lever to raise the additional sum required."

Lewis' report prompted the legislature to enact significant school legislation in 1838. A state tax was levied for schools. Townships were authorized not only to levy taxes, but also were given authority to borrow money for the purpose of building schoolhouses. Lewis continued in the position for two more years. He had little authority, but he had an unusual degree of influence with the people. Probably more than any single individual, he was responsible for kindling public interest in free public education. In his second annual report dated December 24, 1838, he stated that in providing public education, "One great difficulty to overcome is the impatience of the public." He reported that the scrutiny given to education "has produced a settled and almost universal conviction in favor of a well-organized plan of common schools." His commitment to free public education for all was so great that he went so far as to say that "directors should be required to provide evening schools for the males over ten or twelve years of age, whose circumstances prevent their attending day schools."

Lewis' *Third Annual Report of the Superintendent of Common Schools to the Thirty-Eighth General Assembly of the State of Ohio* was submitted on December 13, 1839. He prefaced his report with the statement, "This is the last annual communication I shall make to your body as the head of this department. I have remained in office the past year with very great inconvenience, and against my own wishes."

One paragraph of Mr. Lewis' final report had particular significance for the future. The paragraph was simply titled, "County Superintendents" and stated:

> I advert to this point to say my experience confirms me in the opinion, that there must ultimately be a county officer whose special business it shall be to attend to all school duties, if we intend to elevate our system to the proper standard. It is now a great embarrassment to be compelled to rely on officers, whose main attention is engrossed in other objects, and who accustom themselves to consider school-duty as merely incidental. There are some good officers in reference to school duties, but some seem to think all their labor in this department is gratuitous, and are far from furnishing proper aid in carrying into effect the school law. I am clearly of the opinion, that it would be a saving of expense to have such a county officer, and that it would essentially aid in rendering permanent and prosperous the cause of universal education.

It would be another seventy-five years before Lewis' vision of a county superintendent in each county of the state would become a reality.

Like others of the period who have been mentioned, Samuel Lewis was far ahead of his time. He was overworked and in poor health. Undoubtedly he suffered a great deal of frustration. When he left the post, the job was abolished by a legislature that appeared to have a far greater interest in building an exemplary canal system than it had in developing a statewide system of public schools. Lewis had been concerned that local and county officials did not give proper attention to their school duties. Ironically, his concern could have been directed at the state level because, after he resigned, the Secretary of State was given the collateral duty of making the annual report on the common schools. It was not until 1853 that the position of State Commissioner of Common Schools was created.

In 1847 a special act was passed that enabled Akron to have an independent school district. The so-called "Akron Law" became a model for school districts, and within two years the legislature passed similar laws that extended the plan to all incorporated cities and municipalities that exceeded a population of two hundred. The result was that cities, villages, and town- ships could establish schools supported entirely by public funds rather than depend on tuition fees. This marked the point at which parents no longer had to pay extra to keep their children in school for the entire term. It also produced wide deviations in the quality of education from community to community. Thus, by the middle of the nineteenth century, a system of free schools had been established across the state, but there was neither statewide coordination nor supervision.

Following Ohio's constitutional convention at mid-century, supporters of education made another attempt to secure a more stable place for free public schools. The result was the school law of 1853, which ostensibly provided free education for all. It levied a one-tenth mill tax to furnish libraries and provide equipment to all the schools of the state, provided for the election of a State Commissioner of Common Schools, established a township board of education composed of a representative from each of the sub-districts, and provided for the election of local directors for each sub-district.

The impetus for this "two-headed" approach to rural school management was undoubtedly an effort to compromise two distinct ideas of school control: on one hand, there were those who thought that education should be managed by a township board of directors; and on the other, there was the popular notion that control should be vested in the individuals who lived and educated their children in their own neighborhood. The resulting "two-headed monster" survived for forty years during which it was the source of dispute and misunderstanding.

The next forty years marked a period of growth both in general population and school enrollment. There continued to be vast differences in the educational

opportunities available to children. Larger cities began to build separate high schools that emphasized classical education, while children who lived in rural areas generally attended one-room schools where all grades were taught by a single teacher. A single township might have a dozen or more one-room schools. Rural students who wanted a high school education often had to go to the nearest city or village that had a high school program.

By 1890 the legislature realized that it was time for reform. Charles Workman authored a bill which would repeal the old system and provide for a township board of education that would have complete control of all schools in the township. The board was to be elected at large from the township. The "Workman Law" passed on March 14, 1892, and was to become effective in April of 1893 to allow time for elections to be held. The law received opposition from all over the state. This was not unusual considering that the positions of some thirty-three thousand local school directors statewide would be abolished.

The new legislature elected in 1894 was hostile to the "Workman Law," although proponents were successful in getting the legislature to give the law time for a "fair trial." The legislature elected in 1896 was even more hostile, and was prepared to abolish the law. Only the skillful political maneuvering of the laws's proponents kept the law intact. Finally, in 1898, an amendment was made to the law which provided that in addition to the director who served on the township board, two sub-directors would be elected from the sub-district to form a three-person sub-district board of directors. The authority of the sub-district board was limited, so control was vested in the township board of education. The township board had the authority to appoint a superintendent of schools either for itself or jointly with another board of education, although it was not required to do so. The township board also had the authority to confirm or reject teachers and other employees appointed by the sub-district board.

During this decade, centralization of township schools also became an issue. The first attempt at centralizing township schools occurred in 1894 when the legislature passed a special law to centralize the schools in Kingsville Township in Ashtabula County. The plan worked well, and other townships wanted to centralize their schools as well. A similar law that applied to the entire state was passed in 1898.

The National Council of Education made an exhaustive study of centralization of rural schools near the end of the century. The report released in 1897 gave additional impetus to the centralization movement. Proponents of centralized schools pointed out that children from rural areas could be given opportunities equal to those enjoyed by children in the cities. Teachers would have a more limited field of work, and therefore could prepare more thoroughly, and better teachers could be attracted and retained. Proponents argued that centralized schools could be operated with greater economic efficiency, and also claimed that attendance was better when transportation was provided. Opponents, on the other hand, said that some of the one-room buildings were too new or too nice to abandon. They also pointed out that roads were so bad in the winter that the "kid wagons" wouldn't be able to get through unless they used an extra team of horses. Finally, there was a great deal of sentiment for "the little red schoolhouse that stands at the crossroads". In spite of the controversy that surrounded centralization, the enabling legislation had its effect. Within ten

years, the State Commissioner of Common Schools reported that 186 school districts were either entirely or partially centralized.

Another major factor that influenced rural education in the last decade of the nineteenth century was the "Boxwell Law." Alexander Boxwell introduced this bill in the legislature in 1892. It was based on a plan which had been in effect in Warren County for several years, and provided a state examination for students in rural schools. Students who passed the examination received a "Boxwell diploma." The township school district was authorized to pay the tuition of its Boxwell graduates to a high school. Unfortunately, the legislation was permissive rather than mandatory, so many township school districts simply refused to pay tuition for their students, and thus these children were denied a high school education.

Senator Patterson offered an amendment to the law which required the township board of education to pay the tuition of its Boxwell graduates or maintain its own high school. After the the Boxwell-Patterson Law became effective, there was a proliferation of small high schools which simply did not deserve to be called high schools. Many of the township boards of education that established these schools honestly believed that they were providing adequate high school programs, because they were comparing themselves with their neighbors rather than with an objective set of standards. Of course there were boards of education that simply wanted to meet the requirements of the Boxwell-Patterson Law as inexpensively as possible, and organizing a local high school seemed to be the answer to the problem. Worst of all, many elementary schools suffered when townships with limited resources attempted to support a high school as well.

The problem of the sub-standard high schools was addressed by another piece of legislation. This legislation required the State Commissioner of Common Schools to classify all high schools as either first-, second-, or third-grade high schools. Each approved school was to receive a certificate showing its grade. If a high school failed to be certified, it was to be outlawed as a high school and could not receive tuition money for Boxwell- Patterson graduates. Townships operating these uncertified schools were then required to pay tuition for their students at a certified high school.

The legislature's many efforts to correct the problem still fell short of the mark. The state commissioner had the responsibility of certifying each high school as being of a certain grade. However, the commissioner was given no personnel to inspect or evaluate the schools. It was each township board of education and township clerk's responsibility to submit an application for certification. The entire process was conducted on paper, so many schools were certified on the basis of what was reported rather than on what actually existed. Finally, Section 7753 of the General Code was enacted, which stated: "To aid in the recognition and classification of high schools, established or seeking recognition in accordance with the provisions of this chapter, the State Commissioner of Common Schools shall appoint two competent inspectors. Under the orders and supervision of the Commissioner of Schools such inspectors shall make examinations of any public school in the state, visit teachers institutes, confer with various school authorities and assist the State Commissioner of Common Schools in such other ways as he may direct."

The *Fifty-Eighth Annual Report of the Commissioner of Common Schools to the Governor of the State of Ohio* contained a letter to the commissioner written by S. K. Mardis, one of the state school inspectors. Mardis wrote, "I

have found boards of education anxious to learn the conditions of their schools and willing to do what they can to improve their schools. What boards of education need is less criticism and more assistance in mastering the school difficulties." He also wrote that "we have entirely too many poor, small school districts in Ohio. . . . No community can have good schools without sufficient money to secure competent teachers and ample school supplies. . . . The rural schools are generally in poor condition. . . . The one-room, one teacher schools are unable to meet present demands. . . . Many of the small high schools should be abolished. . . ."

The Boxwell-Patterson Law required several refinements before it accomplished what its authors intended. It was "the first step toward securing equality of high school opportunity for country boys and girls and logically led to the law providing for the classification and inspection of all the high schools of the state."

Ohio celebrated its centennial in 1903. In retrospect, it is remarkable to see the progress made in those one hundred years. It must be remembered that formal education was not the highest priority of settlers who were trying to scratch out a living in a new, and sometimes hostile, environment. Many understood the importance of education, but simply could not afford to send their children to "subscription" schools for a whole term. The funds that could have been available from the land grants of the Northwest Ordinance were, for all practical purposes, mishandled and lost. The idea of taxing the property owner to build and maintain schools for all the children was not in the thinking of many people. Through the courage and zeal of a relatively small number of people, free public education was available to the children of Ohio at the end of its first century. The next challenge was to address the quality of that education.

Chapter III

The Ohio School Survey of 1913

Early school legislation enacted by the State of Ohio considered the township as the basic unit for school district organization. After passage of the "Akron Law," municipalities began to be called either city, village, or town districts, depending upon their size. They were referred to collectively as "special districts." The 1854 *Annual Report of the Commissioner of Common Schools* reported that there were "1514 boards of education in the state, of which 104 may be termed special districts, consisting of cities, towns and villages, with a population exceeding 300."

Later reports began to refer to the special districts as "separate districts". The legislature had passed legislation which permitted districts to become "special districts". This was usually done with little or no consideration given to the fact that creation of these districts might not be in the best educational interest of all the children directly or indirectly involved. Thus the term "separate district" began to include city, town, village, and special districts, and distinguished them from the township districts. By the end of the nineteenth century there were more than one thousand "separate" districts in Ohio. In 1906 Ohio courts held that the existence of "special" school districts was unconstitutional, but many remained in existence for some time. This decision was one of the events that paved the way for new school district designations.

By the beginning of the second decade of the twentieth century, several groups were pushing for a constitutional convention. Delegates were nominated by petition and elected by popular vote. The delegates assembled in the hall of the House of Representatives on January 8, 1912. They elected Herbert Bigelow of Cincinnati as president, Simeon Fess of Antioch College as vice-president, and Charles Galbreath of Columbus as secretary of the convention. The 116 delegates were assigned to one or more of the twenty-five established standing committees. The education committee had seventeen members.

The Convention proposed forty-two separate amendments to the Ohio Constitution to be voted upon by the electorate. Two of the proposals came from the committee on education. The first of these added Section 3 to Article VI (Education), which stated in part, "Provision shall be made by law for the organization, administration and control of the public school system of the state supported by public funds. . . ." The second proposal, Section 4, would replace the State Commissioner of Common Schools with a Superintendent of Public Instruction who "shall be included as one of the officers of the executive department to be appointed by the governor. . . ."

A special election was held on September 3, 1912, the day following Labor Day. Never had so many issues been presented to the people of any state on a single ballot. Although the weather was beautiful, the total vote was only about half of what it had been in the two preceding gubernatorial elections.

Article VI, Section 3, passed by a vote of 298,460 in favor with 213,337 opposed. Article VI, Section 4, passed by a narrow margin of 256,615 to 251,946.

The general election was held two months later. James Cox succeeded Governor Judson Harmon, and was inaugurated on January 14, 1913. In his address to the General Assembly, he referred to the constitutional amendment concerning administration and control of the schools and stated that "Ohio really has no uniform school system. Instead, we have a variety of school systems, and the truth is that Ohio does not rank with many of the best states in the Union in the matter of her public schools. This subject suggests possibilities of such stupendous moment to the people that legislation should be preceded by investigation. It is my judgment that a complete survey should be made of the state." On February 26, 1913, the legislature passed "An Act to Create a Commission to Conduct a Survey of the Public Schools, Normal Schools, and the Agricultural Schools of the State, defining its powers and providing appropriations therefor."

Section 1 of the Act authorized the governor to appoint a three-member commission to conduct the survey, determine how efficiently the schools were operated, and prepare a report including recommendations to the governor. Other sections prohibited commission members from being compensated other than for necessary travel expenses, but did provide that the commission could employ necessary staff to accomplish its work. A sum not to exceed ten thousand dollars was appropriated to cover the cost of the survey. The governor also wanted the survey to be conducted relatively quickly so the recommendations could be received and acted upon by the same legislature that authorized the survey.

Governor Cox named Edith Campbell of Cincinnati, William Allendorf of Sandusky, and Oliver Thatcher of Wilmington to serve as members of the Ohio State School Survey Commission. Thatcher was selected to serve as chairman. The Commission met in Columbus on March 12, 1913. The first order of business was to select a person to serve as director of the project. A similar survey had just been completed in the state of Wisconsin under the direction of the Bureau of Municipal Research of New York. The Ohio Commission requested the Bureau to assist it in its efforts and the Bureau recommended Horace Brittain to direct the survey. The New York Training School for Public Service in the Bureau of Municipal Research provided Brittain's service at no cost to the state of Ohio.

The survey was launched with enthusiasm. Each county auditor in the state was required to submit data on the number and size of schools in the county, along with fiscal data concerning the schools. Most of the school superintendents in the city, village, and township districts submitted information. The approximately nine thousand teachers who attended Teachers' Institutes that summer were asked to supply information for the survey. Presidents, deans, professors, and even students in the normal schools were also asked to participate. Hundreds of responses were received from questionnaires sent to labor unions, chambers of commerce, and women's organizations. In addition, citizens from all over the state sent hundreds of letters containing suggestions and information.

Ohio was experiencing a migration from rural areas to cities and villages during this period. Although some of this migration was due to increased industrialization in the cities, some people theorized that part of the migration was due to the fact that schools in the cities were considered superior to those in the rural areas. Consequently, a great amount of effort was expended in making

certain that the status of rural education was examined as thoroughly as possible. In fact, the report stated that "the commission felt that the rural and small village schools, so long neglected by the state and often unable for financial reasons to maintain schools of the highest efficiency, had the first claim upon the state. The commission clearly recognized that the welfare of the rural and village communities depends largely upon efficient schools, that the welfare of the cities depends largely upon that of the rural districts and the villages, that the rural problem is a city problem, the city problem a rural problem, and that city and rural problems affect vitally the interests of the state as a whole."

The comprehensiveness of the survey attracted the attention of the public. There were probably few citizens that were unaware that a survey of the public schools was being conducted. Schools have always had their loyal supporters as well as their vocal critics, and attention given to the schools through the survey helped to promote controversy. William Vance, superintendent of the Delaware, Ohio City Schools, addressed the Central Ohio Schoolmasters Club on May 9, 1913. He praised the legislature for passing the act which resulted in the school survey. He said that "the results of this survey can only be good, and it promises to revolutionize the school system of Ohio." He also stated to his colleagues that "in view of the abundant criticism of the public school already reverberating about our ears, in view further of an intensification of meteorologic and seismic disturbances that will probably be engendered by the survey, I call your attention, gentlemen, to the importance of emphasizing the dignity of the American public school as it is."

In October, Governor Cox issued a proclamation designating Friday, November 14 as "School Survey Day." He urged parents, teachers, pupils, and patrons to hold a meeting in every school building in the state on that afternoon or, preferably, evening. He said that "a wonderful inspiration will be given the whole movement when the light burns in every school house in Ohio on the evening of November 14. What a spur it will be to community life to have assembled at the same hour four thousand community meetings at the shrine of the local school house." The proclamation also called for an "Educational Congress" to be held in Columbus on December 5 and 6. Each school could select a delegate to the congress at the School Survey Day meeting.

The governor encouraged mayors and other local officials to support and promote the proclamation in their communities. He invited teacher organizations, parent clubs, the Grange, and labor and civic organizations to support the proclamation and involve themselves in the activities of School Survey Day. He closed the proclamation with the words, "Let it be a day of genuine awakening. The necessity and opportunity of the hour call for it."

School Survey Day was observed in accordance with the governor's proclamation. A great deal of enthusiasm was manifest. Discussions were held in many school buildings across the state. Delegates were elected to the Educational Congress as had been suggested by Governor Cox. It was a unique day in the educational history of Ohio.

The Educational Congress convened in Columbus on December 5 and 6. The meeting was well attended. Governor Cox addressed the delegates. The problems of rural education were discussed in great detail. Finally, a number of resolutions were adopted to be sent to the General Assembly.

The survey was completed in January of 1914. The comprehensive document was more than three hundred pages long. The report contained findings

as well as constructive suggestions in the areas of academic and professional training of teachers, certification of teachers, classroom instruction, supervision of instruction, facilities and equipment, and district organization and school funding. Among the statements in the report were the following:

1. Large numbers of teachers in rural schools have a very meager training, probably not over 50% being graduates of high schools and not less than 18% having no education beyond the elementary grades.
2. Teachers in elementary schools of village districts on the average have insufficient academic education, probably not over 50% of these being high school graduates and not less than 16% having no education beyond the elementary grades.
3. Teachers in the elementary schools of many small cities have insufficient academic training, probably as high as 31% not being high school graduates.
4. Teachers in high schools in township, special, village and small city districts have insufficient academic training, probably as high as 60% not being college graduates and as high as 19% not being high school graduates.
5. Large numbers of teachers in rural, village and small city districts have no professional training and even no academic training above the high school.
6. Sixty per cent of the teachers in one-room schools have taught five years or less.
7. The present method of certifying teachers is too cumbersome and puts a premium on ability to pass written examinations.
8. Many grades of certificates should be abolished and every candidate for teachers' license should be required to pass a classroom test.
9. A state aided system of teacher training in connection with first grade high schools in rural and village districts should be established. Teachers' institutes wherever retained should be reorganized and strengthened.
10. Much good instruction was observed in all grades of schools, but in many and widely separated districts the need of careful supervision was very evident.
11. Many schools, particularly rural schools are in unsanitary condition. In many cases privies especially in some township districts are in a disgraceful condition.
12. All schools should be compelled to come up to a decent standard of cleanliness and academic and hygienic equipment.
13. The salaries of teachers are inadequate in many schools particularly in rural districts.
14. Many rural boards of education are breaking school laws by non-enforcement of the compulsory attendance law, by refusing to pay teachers for janitor service and attendance at institutes and by maintaining school for less than 32 weeks per year.
15. Too many exceedingly small schools are maintained in the state. Such schools are always expensive and in the main inefficient.
16. Consolidation and centralization should be encouraged wherever practicable. Wherever the one room school is the most practicable, and this is often the case, it should be the best possible one room school. A good one room school may be made efficient and is always better than a poor or fair graded school.
17. A wide spread revival of the use of school buildings as community meeting places is demanded in the interest of the social life of rural communities. Such a revival would go far toward, on the one hand solving the problem of retaining good teachers in rural districts, and on the other increasing the interest of patrons of rural schools.

The survey report also included a "Proposed Plan of County and District Supervision" and two organizational charts. The first showed a county board being elected by the county electorate, exclusive of cities. The alternative plan showed the county board being elected by the rural and village boards of education. Both plans gave the county board of education the responsibility for appointing the county superintendent. The county superintendent in turn would nominate village and rural superintendents where such existed. The proposals also included district superintendents who would have supervisory responsibilities in one or more rural and village districts. The main duties of the county and district boards as well as their executive officers were listed.

The commission realized that adding a superintendent and board of education in each county would add to the cost of education across the state, and could cause the proposal to fail. Consequently, a detailed study was included

to demonstrate how much it would cost to have a county superintendent in each county, and a district superintendent for every sixty teachers in village and township schools. The nearly eighteen thousand teachers in village, special, and township schools would require three hundred district superintendents in addition to the eighty-eight county superintendents. The report concluded that "the cost of state wide supervision would exceed the cost of the present system by . . . less than $3,100 per county. If the state pays one-half the salaries of the county superintendents, the direct added burden on the counties would be . . . less than $1,200 per county on the average." It argued further that "the employment of county superintendents to take charge of the training of teachers and general organization decreases the number of district superintendents necessary to do the actual work of supervision. It is thus possible to differentiate between superintendence and supervision without increased cost."

The commission's report represented a rather thorough effort to assess the condition of the village and township schools. Every statement of fact was supported by written documentation. The recommendations were based on the best thinking of the public and professional educators in Ohio as well as a number of distinguished educators from across America. More importantly, the recommendations were given in specific detail. There could be no misunderstanding of the intent of the commission. It was an extraordinarily noteworthy effort that was accomplished in a relatively short period of time.

Governor Cox received the report of the School Survey Commission in January, 1914. On January 6 he called for the legislature to convene in extraordinary session. The legislature actually went into session on Monday, January 19, 1914. The governor's first order of business was to call for changes in the education system as suggested by the commission. The commission's report emphasized the "subjects of consolidation, supervision, and the training of teachers." The governor urged the legislature to consider particularly the extension of these benefits to the rural districts. He reminded the legislature that it had authorized the study, and had some obligation to pay attention to it.

The next three weeks marked one of the most productive periods in legislative history. More than fifty bills were introduced in the House and thirty were offered in the Senate. These bills encompassed the wide range of subjects that the legislature was accustomed to dealing with, but four of the proposed bills were specifically on the topics presented in the school survey report.

Senate Bill 9 was passed on Wednesday, February 4. It provided for the standardization of schools. (The school survey report had insisted that standardization should be of schools rather than of pupils.) The bill listed detailed requirements for one-room schools to qualify as either first or second grade. A first-grade one-room school, for example, was required to have clean buildings and yard, a building in good repair, separate screened privies for each sex or inside toilets, maps of Ohio and the United States, a library of not less than fifty volumes, 100 square feet of slate or composition blackboard, a system of heating with ventilation—minimum a jacketed stove, buildings thereafter constructed to have a minimum of one acre of land for organized play, a teacher with at least a three-year certificate, and agricultural equipment to a value of at least fifteen dollars. A consolidated school of the second grade had essentially the same requirements as given above, except a consolidated school had to have at least two rooms and two teachers, one of whom must have at least a three-year certificate. One of the teachers was required to work an additional month

teaching agriculture or domestic science or both, and supervising agricultural work by boys and domestic science work by girls during part of vacation. In addition, a second-grade consolidated school was required to have a library of one hundred volumes and two acres of land for organized play and agricultural experiment.

The act specified that a school district would receive twenty-five dollars per annum for each one-room rural school of the first grade, fifty dollars for each consolidated school of the second grade, and one hundred dollars for each consolidated school of the first grade.

The bill also assured that "the holder of a certificate of graduation from any one room rural school of the first grade or of any consolidated rural school which has been recognized shall be entitled to admission to any high school without examination." The Superintendent of Public Instruction was required to "furnish the boards of education in the village and rural school districts metal placards which shall be placed on the various school buildings showing the grades of such schools."

On the following day, Thursday, February 5, House Bill 13 was passed. This act created the county board of education and reclassified existing school districts. The township and special school districts were abolished. Henceforth, school districts would be designated as city, village, rural, or county. The village and rural districts would be under the supervision of the county school district.

The act also created another classification of district, but did not name it as such. Section 4688 of the General Code provided that "the board of education of any village school district containing a village which according to the last federal census had a population of three thousand or more, may decide by a majority vote of the full membership thereof not to become a part of the county school district. Such village district by notifying the county board of education of such decision . . . shall be exempt from the supervision of the board." Thus the exempted village district came into being. All village school districts which exempted themselves from the supervision of the county board of education were "thereby rendered ineligible to receive state aid for purposes of supervision and teachers training courses and for the grading of schools."

The act established the county board of education and described its duties. The statutes also described the qualifications for the county superintendent and specified that person's duties in some detail. The act required the county board of education to divide the county district into supervisory districts and appoint a district superintendent for each of the supervisory districts. The law required that the salary of the county superintendent be "fixed by the county board of education, to be not less than twelve hundred dollars per year. . . . Half of such salary shall be paid by the state and the balance by the county school district. In no case shall the amount paid by the state be more than one thousand dollars." District superintendents were to receive not less than one thousand dollars per year with the state paying half of the salary up to seven hundred fifty dollars. The county board was permitted to "allow the county superintendent a sum not to exceed three hundred dollars per annum for traveling expenses and clerical help." When one considers that round trip train fare from Cleveland to Columbus was less than three dollars and a first class hotel room cost less than two dollars, this was probably a reasonable amount of money for expenses and clerical help.

On Friday, February 6, the legislature passed two more bills which

completed the major portions of the new school code. House Bill 14 revised laws relating to the certification and examination of teachers. The law was very specific in setting forth requirements for academic and professional training for high school teachers. It phased in more stringent requirements for elementary teachers over a five-year period. After 1915, a new elementary teacher had to have at least one year of training in an approved high school and not less than six weeks of class-room instruction in a recognized institution that trained teachers for certification. After 1920, applicants had to have completed two years of high school and one year of class-room instruction in a recognized teacher-training institution. All applicants would be required to pass a practical test in actual teaching in addition to taking a written examination.

House Bill 24 provided for the training of teachers for village and rural schools. It permitted "boards of education which operated first grade high schools in rural or village districts to establish normal departments in such schools for the training of teachers for village and rural schools." It also stated that "each of the state normal schools at Athens, Oxford, Bowling Green and Kent shall be authorized to arrange with the boards of education of not more than six non-centralized rural districts to assume the management of a one-room rural school in each district and maintain such schools as model one-room rural schools."

The legislature also adopted resolutions to make thirty-five thousand copies of all the school laws that it had passed. These were to be distributed free by county auditors and the Superintendent of Public Instruction. It also authorized printing ten thousand copies of the "Report of the Ohio State School Survey Commission to the Governor of Ohio." These were to be distributed at cost.

At the end of the session on Friday, February 6, the legislature passed a joint resolution to recess for one week and return on Monday, February 16. In a period of three weeks it had addressed the problems of rural and village schools in terms of reorganization and consolidation, supervision, and the training of teachers. In the four bills cited above, the legislature had amended eighty-six sections of the General Code, repealed eleven, and added forty-six more. Other sections were amended simply to use the new nomenclature for school districts. Probably one of the reasons that the legislature was able to do so much in such a short period of time was because it followed the specific recommendations of the school survey report so carefully. Many of the new sections of the code were written almost exactly as they appeared in the commission report. Rarely has the legislature followed the recommendations of a survey or study as assiduously as the Eightieth General Assembly followed the Ohio State School Survey Commission Report.

The legislature returned from recess on the afternoon of February 16. It finished some of the other bills that it had been working on and then adjourned *sine die* later that day. Governor Cox signed all of the education bills on the following day. Thus the "New School Code" became law on February 17, 1914.

The sections of the general code that were amended or added by the legislature to create the New School Code are included in Appendix A.

Chapter IV

The Establishment of County Boards of Education

The New School Code of 1914 provided for the establishment of a county board of education in each county of the state. The laws also specified exactly how and when the boards would be selected and how they would come into being.

The presidents of the village and rural boards in each county were to meet on the second Saturday of June, 1914. The county auditor had the responsibility of determining the time and place of the meeting, and was required to give each board president ten days notice of where the meeting would be held. The auditor was also required to pay from the county treasury the necessary and actual expenses of each participant attending the meeting.

The board presidents were to meet and elect one of their number to serve as chairman and another to serve as clerk. The presidents were then to elect five people to serve as members of the county board of education. One person was to be elected for one year, one for two years, one for three years, one for four years, and one for five years. Those selected could, but were not required to be members of a village or rural board of education. If there was a village district in the county, at least one member had to be a resident of a village. At least three members had to be residents of rural school districts. Furthermore, "not more than one member of the county board shall reside in any one village or rural school district within the county school district." The chairman and clerk of the meeting were to certify the results of the election to the county auditor.

Each person elected to the county board of education was required to take an oath of office within ten days of notification. The original county board members were to meet on the third Saturday of July, 1914, and on the third Saturday in March each year thereafter. The first order of business was to elect a president and a vice-president, each of whom was to serve for one year. A temporary secretary was also to be chosen to keep a record of the proceedings of the board. The temporary secretary would serve only until a county superintendent was elected. At that point, the superintendent was to act as secretary to the board.

At the organization meeting, the board was to fix the time for holding its regular meeting. Regular meetings were to be held at least every two months. The regular meetings of the county board of education were to be held at the office of the county superintendent. The county commissioners of each county were to "furnish offices in the county seat for the use of the county superintendent." In all cases, the original offices of the county superintendent were in the court house of the county.

The county board of education was to appoint a county superintendent of schools no later than July 20, 1914. The term was to begin on the first day of August and was not to exceed three years. The "half [of the county superintendent's salary] paid by the county school district shall be pro-rated among the village and rural school districts in the county in proportion to the number of teachers employed in each district."

Qualifications for county superintendent candidates were spelled out in the statutes. Five different sets of criteria were included in section 4744-1 of the general code. The requirements were rigorous in comparison to requirements for being a rural classroom teacher, but the intent of the new code was to upgrade rural education. The county superintendent was to serve the leading role in that process of improving the quality of instruction.

The county board of education was also required by the statutes to make a survey of its district as soon as possible after organizing. The law stated that "the board shall arrange the schools according to topography and population in order that they may be most easily accessible to pupils. To this end the county board shall have power by resolution at any regular or special meeting to change school district lines and transfer territory from one rural or village district to another. . . . In changing boundary lines the board may proceed without regard to township lines and shall provide that adjoining rural districts are as nearly equal as possible in property valuation. In no case shall any rural district be created containing less than fifteen square miles." The county board of education was given extraordinary power in this respect. The statutes provided no mechanism for a remonstrance by the affected electorate.

Related to the authority to redistrict the county was the requirement that "the county board of education shall within thirty days after organizing divide the county school district into supervision districts, each to contain one or more village or rural school districts. In the formation of the supervision districts consideration shall be given to the number of teachers employed, the amount of consolidation and centralization, the condition of the roads and general topography. The territory in the different districts shall be as nearly equal as practicable and the number of teachers employed in any one supervision district shall not be less than twenty nor more than sixty." The county board of education could redistrict the county into supervision districts upon request of three fourths of the presidents of the village and rural boards of education.

Each of the supervision districts was to be under the direction of a district superintendent. The district superintendent was to be nominated by the county superintendent and elected by the presidents of the village and rural boards of education within the supervision district. If there were three or fewer village and rural districts involved, then the election was to be by all the board members meeting in joint session. The village and rural districts could, by majority vote, elect a district superintendent who had not been nominated.

The qualifications for a district superintendent were also described in the new statute. Three different combinations of training and experience were given. The requirements were less stringent than for the county superintendent, but they were written so as to select persons with significant supervisory backgrounds. The balance of the district superintendent's salary not paid by the state was to be paid by the supervision district, pro-rated on the number of teachers in each village or rural district. The district superintendent was to be paid from the county board of education fund.

The county board of education was mandated to "publish with the advice of the county superintendent a minimum course of study which shall be a guide to local boards of education in prescribing the courses of study for the school under their control. The county board may publish different courses of study for village and rural school districts."

The rural and village school districts were required to transport pupils who lived more than two miles from the nearest school. If a local board neglected or refused to provide transportation for eligible pupils, the county board of education was directed to provide the transportation and charge the cost to the local school district.

The mandated duties and responsibilities of the county superintendent and the district superintendents included in the statutes were similar to those that had been recommended in the school survey report. The appointment statute for the county superintendent of schools said that "he shall be in all respects the executive officer of the county board of education, and shall attend all meetings with the privilege of discussion but not of voting." Another section of code stated that "the county superintendent shall hold monthly meetings with the district superintendents and advise with them on matters of school efficiency. He shall visit and inspect the schools under his supervision as often as possible and with the advice of the district superintendent shall outline a schedule of school visitation for the teachers of the county school district." In addition, once each year the county superintendent was to arrange a time and place for all of the members of the rural and village boards of education to meet to discuss school matters, and was to act as chairman of this meeting.

One of the most significant responsibilities of the county superintendent was the training of teachers. Many of those who were teaching in one-room rural and village schools had less than a high school education themselves. Their only opportunity for inservice training was to attend teachers' institutes. Those who were effective teachers could go to a larger district when they had sufficient experience. They would be replaced in the rural school by a beginner with little or no training. In many instances the township schools had been little more than training schools for the larger districts. The survey report had been insistent on the need for improving training and certification procedures for teachers in the smaller schools.

The new code specified that "the county superintendent shall have direct supervision over the training of teachers in any training courses which may be given in any county school district and shall personally teach not less than one hundred nor more than two hundred periods in any one year." In addition, the county board was to determine by February 1 each year whether a teachers' institute was to be held that year. The institute could remain in session no more than five days. The law stated that "at least one day of such session shall be under the immediate direction of the county superintendent who shall arrange the program for such day." Schools could be dismissed for the term of the institute. If the institute were held when schools were not in session, then the teacher was entitled to two dollars per day for not more than five days. The money was to be "paid as an addition to the first month's salary after the institute, by the board of education by which such teacher or superintendent is employed." If no institute was held in the county during the year, the rural or village board was authorized to pay ten dollars to each teacher who attended six weeks of a recognized summer school for teacher training.

The county superintendent was required to file a report with the Superintendent of Public Instruction within five days of the adjournment of the institute. The report was to include the "number of teachers in attendance, the names of instructors and lecturers attending, the amount of money received and disbursed by the county board of education, and such other information relating to the institute as the superintendent of public instruction requires."

The county was given the responsibility for teacher training, and the authority to issue certain teaching certificates as well. The state board of school examiners would issue three grades of life certificates. Teaching certificates of limited terms, however, were to be issued by either a city or a county board of school examiners. The latter board was to consist of "the county superintendent, one district superintendent and one other competent teacher, the latter two to be appointed by the county board of education. The teacher so appointed must have had at least two years experience as teacher or superintendent, and be a teacher or supervisor in the public schools of the county school district or of an exempted village district."

The county board of school examiners was to meet to organize during the month of September. The county superintendent was to act as clerk of the board. It was his responsibility to file required reports with the Superintendent of Public Instruction and the county auditor. Examinations were to be given to teachers on the first Saturday of September, October, January, March, April, and May, and on the last Friday of June and August. Teacher examinations were to be prepared under the direction of the Superintendent of Public Instruction and "sent, under seal, to the clerks of such boards of examiners not less than five days before each examination, such seal to be broken at the time of the examination at which they are to be used, in the presence of the applicants and a majority of the members of the examining board."

Candidates who successfully passed the written examination as well as "a practical test in actual teaching" were granted either a one-year or a three-year certificate by the county board of school examiners. The law stipulated that "not more than three one-year certificates and not more than one three-year certificate may be issued to any one person. Such three-year certificate may be renewed twice only on proof of successful teaching." Certificates were valid only in the county school district which issued them. The five- and eight-year certificates were to be discontinued, although those holding them could continue to renew them on evidence of successful teaching experience. The survey commission had recommended a reduction in the number of certificates available to teachers as well as more stringent requirements for granting certificates.

In summarizing the duties of the county superintendent in 1914, the list included:

1. Hold monthly meetings with the district superintendents and advise them on matters of school efficiency.
2. Visit and inspect the schools under his supervision as often as possible.
3. Outline a schedule of school visitation for the teachers of the county school district with the advice of the district superintendent.
4. Exercise direct supervision over the training of teachers in any training courses given in any school district within the county board's jurisdiction.
5. Teach at least one hundred but not more than two hundred periods per year in teacher training programs.
6. Determine that all legally required reports are prepared and sent to the county auditor.
7. File all reports required by the State Superintendent of Public Instruction.
8. Act in all respects as the executive officer of the county board of education.

9. Serve as secretary of the county board of education.
10. Serve as a member of the county board of school examiners.
11. Serve as clerk of the county board of school examiners.
12. Order and supervise administration of tests given for teacher certification.
13. Nominate district superintendents to rural and village boards of education.
14. Nominate directors and instructors for teacher training schools.
15. Prepare minimum courses of study for publication by the county board of education.
16. Arrange for an annual meeting for all members of village and rural boards of education in the county to discuss county school district matters.
17. Issue certificates of promotion to pupils who have completed elementary school work indicating that they are eligible for admission to high school.
18. Inspect schools making application for state aid under the standardization statutes, and endorse requests when appropriate.
19. Cooperate with the district superintendents in holding teachers' meetings and attend as many meetings as his other duties will permit.

The list of duties of the district superintendent in 1914 is summarized as follows:

1. Visit the schools under his charge and spend not less than three-fourths of his working time in actual classroom supervision.
2. Direct and assist teachers in the performance of their duties.
3. Classify and control the promotion of pupils.
4. Report to the county superintendent annually, and more often if required, as to all matters under his supervision.
5. Act as the chief executive officer of all boards of education within his supervision district.
6. Attend any and all board meetings within the supervision district to deliberate, but not to vote.
7. Nominate teachers to boards of education within the supervision district.
8. Assemble the teachers of the district as often as advisable to confer about the course of study, discipline, school management, and other school work, and to promote the general good of all the schools in the district.
9. Recommend text books and courses of study for board adoption to the village and rural boards of education.
10. When requested by the county board of education, teach in teachers' training courses.
11. Certify to the county superintendent each year the names of those students who are eligible for admission to high school.

The duties of the original county boards of education are summarized as follow:

1. Elect a county superintendent for a term not to exceed three years, and set the salary of the superintendent.
2. Divide the county school district into supervision districts.
3. Appoint district superintendents for a term of one year if the supervision district fails to do so by September 1.
4. With the advice of the county superintendent, publish a minimum course of study as a guide to village and rural boards.
5. Appoint the county board of school examiners.
6. Provide and supervise teachers' institutes.
7. Certify annually to the county auditor the number of teachers and superintendents to be employed, and the amounts to be apportioned to each district for superintendents salaries.
8. Hold regular meetings at least once every two months.
9. Provide transportation for eligible pupils when the local board fails to do so.
10. Certify to the state auditor any amounts due from the state treasury.
11. Authorize the board president to sign all vouchers and items of expense in connection with the affairs of the board of education.
12. Create school districts from one or more school districts or parts thereof.
13. Appoint a board of education for a newly created school district.
14. Perform the mandated duties of a rural or village school district if that local board fails to do so.
15. Supervise and control the county school district.

By September of 1914, each county in the state had exercised its mandate

to elect a county board of education. The boards of education had each appointed a county superintendent and the great experiment was ready to begin. It had been just seventy-five years since Samuel Lewis had written that "there must be a county officer whose special business shall be to attend to all school duties, if we intend to elevate our system to the proper standard."

Chapter V

County School Districts: The Early Years

Excitement was in the air when school bells rang to start the new term in the fall of 1914. For the students, the first day excitement was the same as for any first day of school. There would be, from their perspective, little change in the routine of going to school. It was a different matter, however, for adults. They undoubtedly were ambivalent about the changes that were being made. The attention and effort that had been given to the schools ever since the constitutional convention were now coming to fruition. It was difficult to tell just what impact all those high-sounding legislative enactments would have on the one-room schoolhouse.

Teachers in rural and village districts started back to school with the realization that they were going to be supervised much more than ever before. On one hand, they may have felt somewhat threatened by the idea of a frequent visitor evaluating their efforts. On the other hand, they might welcome the help that they could receive from someone with more training and more experience. They realized that they were going to be required to spend more time and effort upgrading their skills. But increased competence could mean greater satisfaction and confidence in the classroom as well as greater job security.

Members of boards of education also had some changes to ponder. When schools closed at the end of the 1913-14 academic year, Ohio had eighty city school districts, 758 village districts, 522 special districts, and 1,314 township districts. The township districts were further divided into 10,120 sub-districts. There were a total of 12,820 school board members in Ohio. Now there would be only city, village, rural and county districts. The village and rural districts would be within the jurisdiction of the county districts with the exception of those villages that had declared themselves exempt from county supervision. There would be 440 new board members on county boards, but all the sub-districts were dissolved and the special districts were now categorized as either city, village, or rural.

Board members in the rural and village districts realized that the new county board had the responsibility of forming supervision districts. The county board of education also had the power to change school district boundaries and to transfer territory from one rural or village district to another in order to form a more efficient and accessible school system. Although these new county board members had been elected by their own board presidents, no one could be certain as to how arbitrarily the new county boards of education would exercise their powers. On one hand, the local board members knew that the new school laws were intended to equalize educational opportunities and improve the educational process; but on the other hand, there was uneasiness as to how much restructuring might occur.

The new county superintendents must have faced the opening of the school year with anticipation and trepidation. First, they were navigating in uncharted waters. Second, they were all hired in July to take office on August 1 and open a new school year in September. In the meantime, they were supposed to form supervision districts, nominate district superintendents, and prepare minimum courses of study for the village and rural districts. Finally, they were being viewed positively as people who could substantially improve education, and negatively as people who threatened the autonomy of the local school system.

A typical one-room school building
Courtesy of Stark County Board of Education

In spite of the short time frame and enormous number of items to be considered, schools opened on schedule in the fall of 1914. This is not to say that everything was ready or that every letter of the law had been followed. As a matter of fact, not every county board was constituted in accordance with the statutes. For example, there were at least five counties in which fewer than three members were from rural districts. One county board did not elect a county superintendent until the middle of September. The discrepancies, however, were not of such nature as to render the process inoperable.

The New School Code was an attempt to equalize educational opportunity for all children in Ohio. One of the most significant parts of the law was the emphasis on supervision of instruction. This was a great departure from the previous system. The city and larger village school districts already had supervisory procedures in place. They also had teachers that were generally better trained and more experienced. But in the smaller and more rural districts there was virtually no supervision. The level of the typical teacher's training was absolutely minimal. Consequently, the establishment of the district superintendent and the mandate that this person spend three fourths of his working time in actual supervision held great promise for improving classroom instruction. The state legislature had committed itself to the process by subsidizing not only the salary of the county superintendent, but by subsidizing the district superintendents' salaries as well. Supervision thus became a focal point for the county school district. Classroom visits and evaluation conferences quickly became an expected and accepted part of the educational scene in rural Ohio.

Related to the matter of supervision was the mandate for a minimum course of study. The teacher in the one-room rural school was accustomed to a solo effort. For all practical purposes, the textbook was the course of study. The teacher either went through the entire textbook or selected those portions that he or she was comfortable with and skipped the rest. There was no uniformity among the individual school buildings in the district and certainly none among the districts within the county. There is little wonder that students who graduated from these elementary schools were required to take a test before they were admitted to first-grade high schools.

Luther Woodall and his students in Highland School, United Local School District, Columbiana County

Courtesy of William L. Phillis, Assistant Superintendent of Public Instruction, Ohio Department of Education

Obviously, county boards were not ready to publish a minimum course of study by the beginning of the first year of their existence. One county board, however, claimed to have published a course of study on September 21, 1914. Records indicate that twelve county boards of education published courses of study in 1914 and another thirteen did so in 1915. Apparently many county boards of education were slow in complying with this section of the law, although they had been diligent in establishing the supervisory system.

A few copies of those original courses of study are still available. They were indeed "minimum" in comparison with the comprehensive documents now published by county boards of education. Most were in booklet form and were printed from type because duplicating equipment was not available. The material for the lower grades occupied about two pages while that for the upper grades was about five or six pages long. Each subject to be taught filled about three or four paragraphs. Occasionally, there were some suggestions for teaching certain subjects and exhortations to use plenty of time for drill exercises. Some of the courses of study suggested titles for the fifty-volume library recommended by the state. Some included lists of recommended apparatus for science and agriculture, as well as specific maps for the map case.

One of the early courses of study was published in Allen County under the direction of C. A. Arganbright, the county superintendent. The Tentative Course of Study for Use in the Rural Schools of Allen County, Ohio introduced itself to the staff with the statement,

> It is prescribed by section 4737 that the County Board of Education shall publish with the advice of the County Superintendent a minimum course of study.
>
> The schools of the County are very varied in the length of school year and in text books used. There are, however, enough of general features in the school work in every grade that some general provisions of a course of study can be made applicable.
>
> This course has cost considerable in time and money and it is urged that the teachers consult its pages carefully and derive whatever benefit may be obtained therefrom.

In the foreword of the same document the statement was made, "Now we find we teach too many useless subjects in Arithmetic, such as True Discount, Cube Root, Compound Proportion: too many useless facts in Geography and Physiology, and too much formal Grammar, to the exclusion of more practical and better subjects, like Agriculture and Domestic Science". The course of study then reminded teachers that a section of the General Code stated, "Agriculture shall hereafter be taught in the common schools of all village and rural districts in Ohio supported in whole or in part by the State."

Courses of Study were sometimes incorporated into other documents that were more comprehensive in nature. The Guernsey County board published a *Manual of the Guernsey County Public Schools Including Course of Study* in 1917. Compiled by county superintendent William G. Wolfe, the manual contained not only an improved version of the original course of study, but a directory of the county district and some policies and procedures of the county board of education. The directory listed the names of the county board members, the county board of school examiners, the district superintendents, the schools in each supervision district, the members of the rural and village boards of education, and the clerks of those boards. The manual gave the requirements and procedures for teacher certification, age and schooling certificates, and a list of all textbooks approved for use in the county.

A unique feature of the Guernsey County manual was a list of suggested programs that could be presented in the evenings for the benefit of the community. The School Survey Commission had suggested that a "wide spread revival of the use of school buildings as community meeting places is demanded in the interest of the social life of rural communities. Such a revival would go far toward, on the one hand solving the problem of retaining good teachers in rural districts, and on the other increasing the interest of patrons of rural schools." Expanding on that suggestion, the Guernsey County manual listed more than

a dozen topics that could be developed into programs for school pupils, their parents, and the community as well. The suggested topics included having a corn evening, an apple evening, a dairy evening, a good roads evening, a patriotic evening, a library evening, an Ohio evening, a good health evening, a country life evening, parents' meetings, an Arbor Day celebration, and debates. It even suggested having a spelling bee, since "it is said that the boys and girls of today do not spell as well as those of a generation or two ago."

The quality and design of courses of study varied widely. There were no guidelines for the development of courses of study. Even though many of them were primitive by contemporary standards, they provided a basic curriculum tool that had been missing up to this time. The teacher who had always worked independently and without guidance now had some idea of what was expected. The courses of study also provided a way of achieving some degree of uniformity within the districts of the county.

Another major objective of the New School Code was to achieve centralization and consolidation. The State School Survey Commission concluded that there were far too many small schools in Ohio. S. K. Mardis, State School Inspector, had written in 1911 about the deplorable condition of the small, poor rural schools in the state. Samuel Lewis, first State Commissioner of Common Schools, had written seventy-five years earlier that one two-room school was better than two one-room schools. He pointed out that it was more economical to build a two-room building. More importantly, he argued that two teachers could offer much more effective instruction. Thus the community, the teachers, and the pupils would benefit from larger schools.

There were more than nine thousand one-room elementary schools in Ohio during the first year of operation of county school districts. The annual report of the Superintendent of Public Instruction, Frank B. Miller, contained a considerable amount of statistical data. The information in Table 1 summarizes the data from that report relative to the number and sizes of school buildings that were operated during the 1914-15 academic year. It is apparent from the data that cities and larger villages had relatively few one-room elementary schools,

TABLE 1

School Buildings by Type of District - 1914-15

	Number of Buildings				Total Number Class Rooms	Average Rooms Per Building
	One-Room Elementary	Two or More Room Elementary	High School	Total		
Cities	78	811	108	997	11,346	11.4
Villages	132	642	143	917	4,947	5.4
Rural	9,198	1,023	204	10,425	11,973	1.1
Total	9,408	2,476	455	12,339	28,266	2.3

Adapted from: Frank B. Miller, *Sixty-Second Annual Report . . . for the Year Ending August 31, 1915.*

while in rural districts, ninety percent of the elementary schools were in the one-room category.

Table 2 shows the net enrollment of students by type of district for the 1914-15 school year. Nearly one-half of all the children in school were enrolled in the eighty city districts. A disproportionately low percentage of pupils were attending rural high schools. Of course, many rural pupils went to cities or the larger villages for their high school education. High school (grades 9-12) enrollment for all districts was only about one- eighth as great as elementary (grades 1-8) enrollment.

Table 2

Net Enrollments by Type of District - 1914-15

	Elementary	% of Total	Secondary	% of Total	Total	% of Grand Total
Cities	367,232	46.6	60,040	57.9	427,272	47.9
Villages	123,331	15.6	31,688	30.6	155,019	17.4
Rural	298,007	37.8	11,948	11.5	309,955	34.7
Total	788,570	100.0	103,676	100.0	892,246	100.0

Adapted from: Frank B. Miller, *Sixty-Second Annual Report . . . for the Year Ending August 31, 1915.*

By combining information from Tables 1 and 2, an important conclusion may be drawn. Some 60,000 pupils were attending 108 high schools in city districts — an average of 556 pupils per high school. However, 12,000 pupils were attending 204 rural high schools — an average of 59 pupils per high school. Ninety percent of rural elementary pupils were attending one-room schools. These statistical data gave credibility to the notion that there were too many small schools in rural Ohio, both at the elementary and secondary levels. It was also clear that there was a great discrepancy between the educational opportunities available to children in city and rural districts.

Centralization was seen as the answer to the problem of small rural schools. Ideally, several one-room elementary schools in a rural district would be abandoned in favor of a single centralized school where a teacher might be expected to teach only one or two grade levels rather than eight. Transportation and construction costs were enormous obstacles to overcome in the area of centralization.

A controversy over the one-room school developed in the early years of the county school district. Some educators believed that the best way to eliminate the schools was through benign neglect. Sooner or later the public would become sufficiently disenchanted with the deteriorating one-room school and demand centralization. Others believed that the one-room school was not going to disappear quickly, so the best course was to make it as good as possible until its demise occurred naturally. Jerome Hull, superintendent of Mahoning County Schools, developed a long checklist of criteria for one-room schools. The list contained more than forty items under the categories of building and environment, equipment, the teacher, community, and the superintendent. The criteria were much more stringent than the statutory requirements. Hull believed

that "the requirements for standardizing the schools of Ohio are . . . altogether inadequate to create a re-directed school." If a school met all the criteria, then it was to be designated a "model" one-room school. Genuine efforts were made by many one-room rural schools to achieve model status and the recognition that accompanied it. In retrospect, it seems that neglect was not the desirable approach. It took nearly a half century for the one-room school to disappear from Ohio and take its place in educational history.

Consolidation was the other half of the reorganization issue. Consolidation of two or more small rural districts would result in a new district big enough to build and support a first- or second-grade high school. A larger student population would make it possible to have instructors teaching only in the fields of their greatest expertise. Again the problems of transportation and the cost of construction hindered progress in the consolidation effort.

Highway transportation was a major problem for Ohio in 1914. It is true that rail lines connected most of the cities and villages in the state. But paved roads outside the towns and into the countryside were few in number and poor in quality. It was mentioned earlier that one county manual mentioned having a "Good Roads Evening" to focus attention of the people on the necessity of improving the highway system. The motto "Lift Ohio out of the Mud" was suggested. People were beginning to realize that the economy of the state would be hampered if adequate roads were not built. Certainly school consolidation could not be accomplished if there was no adequate way for pupils to be conveyed to the schools. Five years later, then-Assistant Superintendent Vernon Riegel wrote that "transportation is one of the most important factors in the consolidation of schools and if this fails the whole venture is doomed. . . Transportation begets good roads and it is worth many times its cost if it is the means of bringing to a community that which is so necessary to its convenience and prosperity." The desire for centralization had a a positive affect on the development of improved roads in the state of Ohio.

Construction was another factor that deterred centralization and consolidation from happening as fast as they might otherwise. This became a function of relative local wealth, since counties that were more affluent had a better chance of raising money for new school construction. The less affluent counties simply were not able to centralize as quickly because of the problem of raising money locally.

Political considerations had their impact on questions of consolidation as well. The issue quickly became lost in an atmosphere of emotion and nostalgia. People wanted to keep "their schools" in their own neighborhoods. Feelings of proprietorship and protection erupted whenever there was talk of school consolidation.

The general assembly had given county boards of education rather wide latitude in changing district boundaries and in transferring territory from one district to another. The statutes contained no provision for the county board's actions to be challenged by the remonstrance process. The statutes did provide that "a rural board of education may submit the question of centralization and upon petition of not less than one-fourth of the qualified electors of such rural district, or upon the order of the county board of education, must submit such question to the vote of the qualified electors of such rural district at a general election or a special election called for that purpose." A majority vote for centralization directed the rural board to proceed with purchasing sites and

constructing buildings if necessary; a negative vote, however, terminated the issue for at least two years.

The authority of county boards was not as broad in the matter of consolidation as board authority is now. Only through the "transfer of territory" statute could the county board change a district. Rural boards of education could initiate a vote of the electorate to dissolve the district and be joined to a contiguous rural or village district. The county board of education was not mentioned in that particular section of the code. Thus the county board could not actually initiate a consolidation as such.

Standards promulgated by the state did not address the issue of consolidation. During the 1914-15 academic year the Superintendent of Public Instruction did issue a *Manual of Standards and Suggestions on Organization for the High Schools of Ohio*. This document stressed such things as class size, length of school year, and the necessity for good instruction. For example, it stated that "attention is called to the fact that the Department of Public Instruction regards strong teaching as the most important single point of excellence which a school can possess." It suggested that the number of pupils in any class should not exceed thirty. But it stopped short of addressing the question of school size.

The factors that made centralization difficult were not sufficient to impede substantial progress in that direction in the early years of the county school districts. Positive forces included the enabling legislation, the powers given to the county board of education, and the leadership demonstrated by many of the early county superintendents of schools.

Assistant Superintendent Vernon Riegel compiled and published *A Study of Rural School Conditions in Ohio* in 1920. He included statements made by county superintendents relative to their centralization efforts in the first five years of county school districts. In terms of bond issues, James Grove of Wyandot County wrote that there were no centralized districts in 1914. In the five years since, seven districts passed bond issues for a total of $332,000. Jerome Hull of Mahoning County wrote that "during the first two years the county school system was in operation the tax payers of the county school district voted over $300,000 for the erection of school plants. This means that centralization won votes in many of the districts. Today the county has but 39 one-room schools." Portage County superintendent O. E. Pore reported that "there is only one township in which there is no centralization and only three that do not have up-to-date centralized buildings. Bond issues for nine new plants have been passed since the new law went into effect and for enlargement and improvement of five others."

Wood County seemed to have overcome the transportation obstacle. H. E. Hall, county superintendent, wrote, "Transportation has lost all its terror through the use of the auto bus. We use the auto bus exclusively in Liberty and Washington Townships. With the exception of Lake Township we are transporting by auto bus in every part of the county." D. H. Sellers of Union County wrote, "Only about 20% of our children go to one-room or two-room buildings. There are almost 100 wagon routes in the county. . . No one interested in adequate school facilities desires to return to the old order of things."

County superintendents from all over Ohio were quoted on how the New School Code had improved education in their communities in the five years since it first took effect. A. C. Yawberg of Cuyahoga County wrote, "We have labored in season and out to secure centralization and consolidation of

schools. . . As a result of our work in centralization and consolidation we have since August, 1914 centralized 18 districts in 24 buildings. . . . We have reduced the number of one-room schools to 35 which, according to my way of thinking, is 35 too many." D. W. Pearce of Medina County wrote, "In Medina County about 83% of our rural elementary boys and girls attend centralized or village schools. . . . In 1914-15 the percentage . . . was only 35. During the past three years there have been erected seven new brick school buildings for village or centralized schools and for adding two-room additions to three others."

The Licking County superintendent, N. D. O. Wilson, wrote that "during the past five years under the New Code, centralized grade and high schools have been built in nine different townships . . . These new schools have auditoriums; modern heating, lighting and ventilation; laboratories for the sciences and vocational work; also the most approved sanitary systems, water supply and lavatories. . . . Under the new code 65 one-room schools have been abandoned. . . . Agitation is on; dissatisfaction with the one-room school is growing rapidly; districts are voting; some carry and some lose. Those that lose vote again. . . . The rural people are determined to improve their schools. . . ." J. M. Collins of Clark County said, "We have cut the number [of one-room schools] from 66 to 27 during the last five years and about 12 or 13 of these 27 are on the move right now. . . . We have built a number of new centralized buildings during that period. These buildings have auditoriums and gymnasiums. They are used for community center work, county athletics, games, county literary contests. . . ."

The Preble County superintendent, W. S. Fogarty wrote that "there is a world of difference in the efficiency and interest between the consolidated school and the one-room school. Better teaching, closer supervision, better buildings and equipment, organized play, and a socialization of the school and community are some of the results easily seen. In 1914 there were 92 one- room schools in the county. At present we have 23 one-room schools which is a decrease of 75%." W. R. Heistand, who had followed Vernon Riegel as the superintendent of Marion County, wrote that "by September 1, 1920, the number of one-room schools will have been reduced to about 30. Twenty-five per cent of the pupils are now attending one-room schools. It was very difficult to get centralization started. After several very strenuous campaigns for better schools, things began to move in the right direction and at present centralization in this county is moving forward . . . it is only a question of time until the one-room school will be a thing of the past."

Lucas County superintendent J. W. Whitmer reported that "the county board of education has created eight districts around community centers favorable to the consolidation of schools. The local boards of education have exercised their prerogative . . . in the matter of the suspension of one-room schools in these newly created districts . . . Thirty-four one-teacher schools have been abandoned in Lucas County. Forty-four one-teacher schools still exist . . . it is a question of a few years only until the one-room schools will be abandoned."

One of the largest centralized schools in Ohio was at Williamsport in Pickaway County. The original part of the building was constructed in 1901, and a large addition was built in 1915. "The original building was provided for the village, and one-room buildings were in use in the townships. Within the last five years all of the rural buildings have been abandoned, and the schools have become centralized. Since the passage of the New School Code, parts of three other townships have been added to Deercreek township, so that now

eight wagons are required to bring in the country pupils," wrote M. C. Warren, county superintendent.

The first centralized school in Ohio was established at Kingsville in Ashtabula County in 1892. After the New School Code went into effect, county superintendent H. D. Clarke wrote, "It will not be long until all the schools in Ashtabula County are centralized. After a fair trial no district has any inclination or desire to return to the old system."

Reports of many of the county superintendents addressed the effects of the New School Code in more general terms. Logan County superintendent E. A. Bell wrote, "The new school code has improved the schools of the county greatly . . . One phase of the work which has received much emphasis has been the centralization of schools and the building up of strong districts with sufficient tax duplicates to maintain modern school systems. Village districts and surrounding contiguous rural districts have been united. Tax duplicates have been strengthened and school plants have been established that are commensurate with community need. Rural districts have been centralized . . . Children are now conveyed in warm motor vans to the modern community school and this is certainly a long, long step in advancement."

Champaign County superintendent J. C. Neer reported that "wonderful advancement has been made in the past few years in Champaign County not only in modern methods of teaching, but what is greater, in the unusual interest the public has taken in its youth. This interest on the part of the public is always measured in the provision it makes for more efficient work."

Riegel believed that the advent of supervision was the most important single feature of the New School Code in improving schools. In *A Study of Rural School Conditions in Ohio*, he wrote:

> Probably the greatest gain in school efficiency under the new law has been the improvement in class room instruction due to competent supervision. Notwithstanding the fact that the provisions of the law in its cumulative requirements of academic and professional training have been an important element in transforming the qualifications of teachers, supervision has been a primary factor in the amelioration of class room instruction, in the selection of teachers especially adapted to the particular kind of work to be done, in their assignment to positions most favorable to successful results, and in giving real help to these teachers in the practical, effective performance of their duties in the class room. The constant drift of teachers to vocations that afford better compensation and the many changes in teaching positions necessitate the employment each year of a relatively large number of inexperienced teachers. In such cases failure has often been converted into success as a result of the assistance and advice of superintendents given early in the year. This is true especially in poor counties where lack of funds has made it impossible to stabilize the teaching force in the same degree as has been done in the wealthier counties that are able to offer more attractive remuneration. . . . Under such conditions the transformation even in the one-room rural schools is almost beyond estimation and it is to be hoped that financial relief will be forthcoming to the poor counties whereby they, too, may be benefited from the results of a permanent, well-trained corps of teachers. . . .
>
> The most common faults of class room instruction have been, to a great extent, eliminated. The child, instead of the textbook, is fast receiving attention as the center of gravity of the system. His native tendencies, aptitudes, powers, and capabilities are given first place in the teaching process. An appeal is made to his interests by the vitalization of subject matter and his needs are met by its proper selection and adaptation. Standard methods of presentation are being practiced in an attempt to give to each and every child opportunity for development to the fullest extent of his possibilities. Training and sympathetic super-vision have caused teachers to have a different conception of their responsibilities and the importance of their work, which has inspired them to put forth their best efforts. The new law took cognizance of the fact that class room instruction is the vital thing in school work when it specified that the district superintendent should spend at least three-fourths of his time in actual school room supervision. The county and district superintendents have tried to fulfill the law in this respect with a sincerity of purpose based on a realization that supervision means something more than mere visitation.

The New School Code was designed to improve the training of teachers, initiate supervision in small schools, and promote reorganization and centralization of the schools. Riegel's report demonstrated that all of these things happened. However, pupils and communities accrued some additional, unexpected benefits. The State School Survey Commission had mentioned that more use should be made of the schools as community centers. This was difficult in one-room schools with fixed furniture, some of which was designed for small bodies. The advent of the centralized school with auditoriums and gymnasiums suddenly opened new opportunities for schoolhouses to become community centers.

Small schools had little to bring them together. The new centralized schools were big enough to support a basketball or baseball team. They were also large enough to support oratorical and debate clubs as well as music and drama organizations. Now there was an opportunity not only to have activities at school, but also to have teams of students meet those from other schools in competitive activities. Many county superintendents organized county spelling bees, debates, and athletic tournaments.

Riegel wrote that high school athletics in rural schools had been a problem. He continued:

> Under the new system county associations have been organized for the promotion of baseball and basketball. Tennis courts and other means of recreation and physical activities are being built. In some counties a cup is awarded to the team winning the championship in any phase of athletics. The name of the school is engraved on the cup. The cup is retained by the school winning the same until the next year. When any school wins the cup three times the same becomes the permanent possession of the school. . . .
>
> Besides being a means of creating school spirit and school patriotism, athletics is one of the greatest socializing factors in the whole scheme of education. Hundreds of people from all sections of the county attend these field meets. Both parents and pupils become acquainted with people all over the county which develops leadership, a spirit of friendliness, and a desire for association that often are the means of future cooperation in various business and social enterprises. Farmers have been too individualistic in their business ideals, a condition which has been due partially to the limited field of activities and isolation of the pupil in the one-room school.

The New School Code had a profound effect on rural and village schools. It accomplished a great deal of what had been anticipated by the State School Survey Committee. Beyond that, it served as a catalyst for the social development of the county and its communities. County superintendents were credited with being the facilitators for much of the educational and social progress of the time. More changes affecting more people in the educational system were accomplished in the period 1914 through 1919 than in any five-year period up to that time.

A measure of the effectiveness of the legislation and the leadership of the county superintendents and county boards of education is demonstrated through the reduction in the number of rural school buildings in the five-year period 1914 to 1919. Table 1 (page 61) showed that at the beginning of the 1914-15 academic year there were 9,198 one-room schools in rural districts in Ohio, an average of more than 104 per county. At the close of the 1918-19 year, there were 7,749 one-room schools in rural districts. The number of elementary schools or two or more rooms increased from 1,023 to 1,149. Most of the latter were centralized buildings housing several rooms. The number of high schools had increased from 204 to 266 during the same period. The many county superintendents who predicted a rapid demise of the one-room school had been too optimistic. Many one-room schools were closed during the Code's first five

years, but as the number decreased, it became increasingly difficult to close the remaining ones.

The school legislation passed by the Eightieth General Assembly was of great significance. One section of the code, however, was debatable in its value. Section 4740 provided that "any village or rural district or union of school districts for supervision purposes which already employs a superintendent and which officially certifies by the clerk or clerks of the board of education on or before July 20th, 1914, that it will employ a superintendent who gives at least one-half of his time in supervision, shall upon application to the county board of education be continued as a separate supervision district so long as the superintendent receives a salary of at least one thousand dollars and continues to give one-half of his time to supervision work. . . . The county superintendent shall make no nomination of a district superintendent in such district until a vacancy in such superintendency occurs." After the first vacancy, the county superintendent would then nominate in the same manner as for district superintendents. The state would subsidize the salary for such superintendent. If there were fewer than twenty teachers to be supervised, the district was required to be joined to one of the other districts for supervision purposes, but the superintendent already employed would be in charge of the supervision district until a vacancy occurred.

Districts that fell into this category were called "4740 districts" and the superintendents were known as "4740 superintendents." In fact, state school directories listed them under the title "4740 Superintendents". The creation of these districts made it more difficult for the county board of education to establish supervisory districts. Frequently these districts were islands within the county district. It provided a way for districts to retain their autonomy, but at the expense of uniform supervisory procedures established by the county board of education.

The Eighty-first General Assembly convening in 1915 amended a few sections of the school code. First, it determined that it would not subsidize the salary of the "4740" superintendents. At the same time it provided that any district or union of districts as originally described in section 4740 could apply to be a separate supervision district by September 10, 1915 or by June first of any year thereafter.

Second, it amended section 4738 by adding two sentences which read, "The county board of education may at their discretion require the county superintendent to personally supervise not to exceed forty teachers of the village or rural schools of the county. This shall supersede the necessity of the district supervision of these schools." Forty was the average number of teachers to be supervised by a district supervisor who was to spend three fourths of his time in supervision. This meant that the county superintendent who was still required to do all of the other mandated duties including teaching from one hundred to two hundred periods in teacher training, could be given this additional supervisory assignment. Unfortunately, some of the poorer counties that could least afford to do so from an educational standpoint opted to give this assignment to the county superintendent. This meant that they could abolish one district superintendent position and save the local portion of his salary.

Third, the sections of the Code dealing with transfer of territory by the county board of education were almost completely changed. The amended sections provided that a county board of education could transfer a part or all of a district to an adjoining district in the county. It could also transfer part

or all of a district to an adjoining exempted village district or city district, or to an adjoining district in another county. In the latter cases, both the county district initiating the transfer and the receiving district were required to adopt resolutions by a majority of their respective boards. In all cases, however, the electorate could file a remonstrance petition and force the issue to be decided at an election. Thus was born the remonstrance procedure. The net effect of the legislation was to place more responsibility for initiating transfers in the hands of the county board of education, but at the same time placed the final decision in the voters' hands. Except for some minor changes, those sections of the law were very similar to those currently governing the transfer of territory by a county board of education.

By the beginning of the third decade of the century, the changes and progress that had been made were being taken in stride. Centralization of rural schools continued and the number of one-room schools decreased. "Kid wagons" were replaced by school buses. More and more teachers received college-level academic and professional training. Much of the legislation that was enacted as a result of the State School Survey Commission of 1913 remained in effect for twenty years.

Prior to this time there were more than ten thousand school districts and sub-districts in Ohio. With the exception of the city school districts that had a superintendent, most had no communication channel with the Department of Education nor with any other school system. The county board of education became the link that connected the local districts with each other in a variety of cooperative efforts of benefit to staff and pupils. It also became the link between the local operating district and state department of education.

Interestingly, county superintendents in some parts of the state were respectfully addressed as "professor" in those early years. This is not unusual when one realizes that often they were among the relatively few college graduates in the community, and they were involved in the training of teachers.

Chapter VI

The Lean Years

The progress made by the county school districts in the first five years of their existence continued into the decade of the twenties. The number of rural districts decreased slowly through the process of consolidation. At the same time the number of city districts increased as some of the villages grew larger. More villages became large enough to declare themselves exempt from the supervision of the county board of education, so the number of exempted village districts also increased.

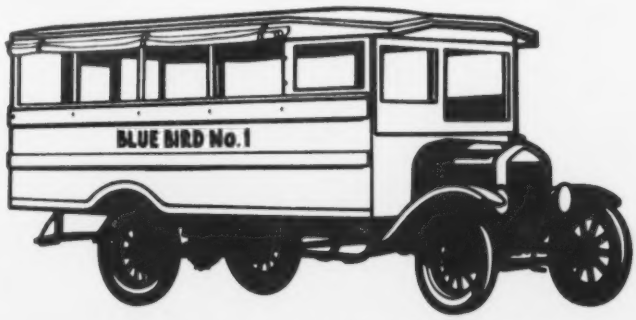
The number of centralized elementary schools in rural districts continued to grow. This was accompanied by a comparable decrease in the number of one-room elementary schools. The number of rural high schools also grew as communities strove to provide a complete educational program for their pupils. This was not an unmixed blessing, however. The proliferation of high schools in the consolidated districts resulted in the construction of a large number of relatively small high schools. The pride in and allegiance to these small high schools presented a real obstacle to the further consolidation that would be attempted by later generations.

School enrollment also increased during the twenties. This was due to a variety of reasons. The first was simply the growth in the population of Ohio. From 1910 to 1920 the population of the state grew from 4,767,121 to 5,759,394. It grew to 6,646,697 by 1930. When county school districts were organized in 1914, Ohio had the fourth highest population of all the states in the country. The second reason for increased enrollment was the fact that the combination of bigger and better schools and mandated transportation provided more and better opportunities for young people to be educated. Many more pupils began to enroll in high school programs. Finally, the compulsory attendance law began to be enforced with greater diligence. Truant officers were to work as far as practicable under direction of the district superintendents. Thus the New School Code, by establishing county school boards and appointing county superintendents, had a direct impact on the increased enrollment in the public schools.

The construction of new school buildings across the state, particularly in rural school districts, added a significant amount of debt to the various communities. Since the debt was to be amortized over a considerable period of time, and since the economic picture was fairly bright, this was not of particular concern to the public. After all, World War I, the "war to end all wars," had concluded successfully and there seemed to be an atmosphere of euphoria across the country.

The annual report of the Director of Education (as the Superintendent of Public Instruction was titled during this period) was optimistic at the middle of the decade. It showed that there were more than 1000 centralized and

consolidated schools, where 10 years earlier there had been 50. The number of one-room schools had shrunk from more than 9400 to about 5500. An average of more than 1 one-room school had been closed every day for a period of 10 years. The average enrollment in one-room schools was 23, but 1,987 one-room schools had fewer than 20 pupils, and 373 had fewer than 12 pupils each. Clark, Crawford and Cuyahoga counties boasted that there were no one-room schools still in operation. The report stated that "109,280 elementary and high school pupils were transported in 1924-25 at a total cost of $2,432,901; the average is $22.25 per year per pupil or 15 cents a day. . . . It will be noted that there are 1,547 horsedrawn vehicles and 2,395 motor vehicles used in transporting pupils to and from school."



School buses made centralized schools possible
Courtesy of Blue Bird Body Company, Fort Valley, Georgia

The picture suddenly became bleak when the stock market crashed in October 1929. The economy staggered, struggled to get back on sure footing, and then finally plunged into the abyss that was to become known as the "Great Depression." The country's economic problems precipitated social problems. The great majority of the country's people were affected by the Depression. People lost their jobs and their homes. Families were separated. Schools were certainly not insulated from the country's problems; they, too, were unable to escape the havoc that was wreaked on the entire economic system. This was especially true of rural schools.

Reappraisals of property began to result in lowered property valuations. The rural areas were hit hardest, because farm land valuations never could compete with the industrial and commercial properties in the cities. It was not uncommon to see valuations reduced by ten to twenty percent. This significantly reduced the amount of money available to the schools. The problem was exacerbated by the fact that property taxes amounted ninety-six percent of the revenues of school districts in Ohio at that time.

The bonded indebtedness of the public schools in Ohio amounted to more than $238 million when the Depression struck. Money to pay the interest on the bonds and to retire the bonds took precedence over any other debts of the school district. Furthermore, the bonds had to be paid off at face value even though the value of the dollar had plummeted. Many districts began to spend as much as twenty to thirty percent of their total revenues for interest and debt retirement. Consequently, current operating funds took the brunt of the problem of reduced revenues. In addition, a few school districts that had

money in banks either could not retrieve it or lost it when banks closed or failed. There was no insurance on deposits at the time. Worst of all, it was all but impossible to think of passing additional tax levies when the unemployment rate exceeded twenty percent and people were literally standing in soup lines.

Lack of funds caused school districts to take unprecedented measures to cope with the situation. Many schools did not open at the customary time. If they did open on time, they might close early or close until the next tax collection was completed. Some schools were in session for only seven or eight months during the academic year. Teachers' salaries were cut drastically, sometimes as much as twenty to forty percent. Many teachers, especially in poor rural districts, had to wait several months to receive money that had been earned earlier. Needless to say, new construction was at a standstill.

The horrendous economic problems that faced the schools called for every possible solution to be explored. One way that money could be saved was to close one-room schools. The number of one-room schools had declined further to 4,310 in 1930. The decline had been dramatic in the first few years of the county school districts, but then the rate of closings had slowed. While many of the one-room schools had from thirty to forty students in earlier times, now it was common for them to have fewer than twenty. The State Department of Education ruled that no school enrolling fewer than fourteen students would receive state aid. Even though the state aid was small, it made a difference in those very difficult times. The result was another flurry of school closings beginning in 1930. The additional cost for transportation was far less than the cost of operating an inefficient school building. News accounts of the day stressed that not only would great amounts of money be saved to benefit the taxpayer, but the children would have more advantages by attending larger schools.

Closing more than a thousand one-room schools in the next three years was not enough to pull rural districts back from the brink of bankruptcy. B. O. Skinner, Director of Education wrote in his biennial report for 1931-33 that "the economic cataclysm that has been evident industrially since 1929 began to make a marked encroachment upon the school systems in 1931-32. Circumstances combined with the business depression made this one of the most critical that education has had to face for many years". He noted that the aggregate tax valuation for the entire state in 1928-29 was $13,798,645,043. By 1932 the valuation was approximately ten billion dollars.

Skinner laid the groundwork for modifying the tax structure for the support of education. Citing the fact that local property taxes paid ninety-six percent of the cost of education, he wrote, "Ohio taxpayers have awakened to the fact that the general property tax cannot be successfully administered from the standpoint of justice, equity and sufficiency. . . State aid distributed in a logical and defensible manner so as to promote equalization of economic opportunity is the most desirable means of promoting school maintenance." He also recognized that "the greatest need for revenues is in the local districts."

On March 8, 1932, Governor George White wrote a letter to the Director of Education which stated:

> I am not unmindful of the financial situation that confronts many of our public schools. Personal observations, press dispatches, and reports from your office are convincing that many districts are facing a financial situation they have never been compelled to face before.
>
> Delinquent taxes, caused by actual inability to pay, and the general depression through which our state, along with the country as a whole, is passing have all combined to reduce

> the expected revenues for the operation, in many places, of our schools.
>
> It seems to me a comprehensive survey of the financial ability of the state as a whole, of the counties, and of the individual districts, so far as practical, might be made; and may I suggest that you; as head of the educational interests of the state, take under consideration the advisability of appointing a commission which would head up such a survey. This survey should, in my judgment, be able to show how the schools may be conducted economically without loss of efficiency.
>
> Ohio has an abundant supply of patriotic citizens who would be willing to sponsor such an undertaking. I have no doubt money could be found, and not from public funds, for such a work. There are many among our people who are deeply interested in public education and such people will help solve the problem of properly and adequately financing our schools of the future. I hope you will give the appointment of such a commission your serious attention.

Skinner appointed a new Ohio School Survey Commission in April of 1932. It organized on May 9 with Charles H. Jones of Jackson as chairman, Leyton E. Carter of Cleveland as vice chairman, and L. L. Rummell of Columbus as secretary. The commission was made up of an additional nine men and four women from around the state. The commission hired Paul R. Mort, a widely respected authority in the field of school finance and Director of the School of Education, Teachers College, Columbia University, to direct the study. He assembled a research staff and five special investigators who were prominent educators themselves. In addition, a technical advisory committee was appointed which was composed of thirty educators and citizens of the state. Two members of the advisory committee were county superintendents, E. O. McCowen of Scioto County and J. R. Williams of Lake County.

The commission met about once each month for the balance of 1932. The survey staff reported to the commission at these meetings and solicited direction from the commission as the work progressed. Supplementary information was sent to the members of the commission between their meetings. At the meeting of November 1, the commission authorized printing of a preliminary report for distribution to interested citizens to apprise them of the findings of the survey staff up to that point. A hearing was held on December 21, giving people the chance to voice their opinions and respond to the commission. At a final meeting on December 27, modifications were made and the commission approved the report for publication. It also authorized an eight-page digest of the report to be printed for broad distribution.

The commission's report brought new thinking to the concept of public support for Ohio education. In candid terms, the digest reported that "Ohio schools have suffered more in this time of economic distress than those in nearby states with which Ohio is frequently compared. For example, New York, Delaware, Maryland and Pennsylvania are able to meet existing conditions today without serious curtailment in salaries and length of school term; and furthermore, their tax burden is distributed more equitably according to ability to pay. These states assume a greater responsibility in guaranteeing opportunity for education than the State of Ohio does. There has been in recent years a general tendency among all states toward acceptance of a greater measure of responsibility for education by the state itself, with resultant relief to local districts in their tax obligations."

Mort blamed Ohio's tax system as the major problem in the crisis. "Real estate now bears too great a load to support schools. The state has dodged its full responsibility to guarantee to its youth a defensible educational standard. In comparison with other states it makes less satisfactory showing," he said.

Mort cited the constitutional provision of 1851, which stated that "the

General Assembly shall make such provision, by taxation or otherwise, as, with the income arising from the school trust fund, will secure a thorough and efficient system of common schools throughout the state." The report observed that this statement meant that it was "a fundamental duty of the state to fulfill its promise in providing equality of opportunity for its young people by means of an adequate system of public education. In formulating its program for education, however, Ohio has placed the responsibility upon the local district and forced property to bear nearly all the tax burden." It then compared the four percent that the state paid for education with other states. Massachusetts paid eight percent, Pennsylvania paid sixteen, California paid twenty, Michigan paid about twenty-five, and New York paid twenty-nine percent. The only states providing less state support than Ohio were Oregon, Colorado and Kansas.

The report drew a parallel between the state support of roads and its support of schools. Both, it claimed, were state institutions. "In early years roads were built by counties with state 'aid'. . . but in 1927 county cooperation was abolished. State highway assessments were repealed in 1929. Today 12,000 miles of road are in the state highway system, and state roads are built and maintained largely by the motorist. The state has certain indirect taxes (gasoline tax and license fees) earmarked for roads. These roads are a state utility, supported by indirect taxation for this specific purpose. So likewise should the state assume a greater responsibility in financing education and guarantee to every child equal educational opportunity to a certain prescribed minimum standard."

Using this rationale, the commission then proposed a new concept for Ohioans to consider in funding public schools. Up to this time, a "weak district struggles along as far as it can go to build a foundation in education. Some districts can not raise sufficient revenue even for the minimum standard, and then the state helps out to put on the superstructure." The proposed plan would reverse the building process. The state would guarantee "the foundation up to a certain level, and then the local district [would use] its own judgment in how far it wants to tax itself within legal limits in building a superstructure."

The report then explained the two principles in financing the educational system, equalization and efficiency. "The equalization feature includes establishment of schools to furnish children in every locality equal educational opportunity up to a prescribed minimum, to provide supervision or direct administration by a state department of education, and to raise funds necessary for equalization by state and local taxation according to tax-paying ability. The efficiency principle demands the state make adequate provision for local initiative within the minimum program and beyond this prescribed minimum. The local district must have leeway for support of schools above the minimum if it desires."

This so-called "foundation program" was "predicated on the theory of equal opportunity for a child whether he lives in the poorest or in the richest district of the state; but after a decent minimum is assured by state support, then the district can add more to its school program as it elects and agrees to pay itself." This would also preserve the autonomy of the school district. The schools would still be operated by the the local school district. "Local pride and initiative and independence will be maintained. Boards will even have more home rule than state-aid districts can manifest today."

The research staff showed that districts in Ohio with average property valuation per pupil spent about $60 for elementary students and $102 for high school students per year. Half of Ohio's districts were below that level with

the 800 state-aided districts spending an average of $40 annually for elementary students and $68 for high school pupils. The staff suggested that Ohio consider the $40 per pupil level as the starting point for equalization. It proposed that each district be required to levy three mills upon all real property. If that revenue, combined with receipts from intangible personal property and present state aid, did not produce $40 for each elementary pupil, the state would make up the balance from the equalization fund. Each district, however, was guaranteed $17 per elementary pupil and $29 per high school pupil from state support. The district was not limited to this level of expenditure and could provide additional funds by a levy above the required three mills. This plan contemplated no additional revenues above what the schools currently received on the average, but the burden would shift from local property taxes to the state treasury. In the long term, the survey team suggested that the minimum expenditure level be calculated at $60 per pupil as soon as conditions would warrant the increase.

The research team calculated that adoption of the equalization plan would mean $28 million more from the state treasury. It would mean a similar amount of reduction in local property taxes. Mort and the research team made no recommendation for any particular indirect state tax. It did mention, however, that some of the consultants had suggested an increase in the intangible personal property rate, a personal income tax, a retail or wholesale sales tax, and selective taxes on tobacco, soft drinks, amusements, and other luxuries. It appeared most probable to the team that some combination of those taxes would be imposed to finance "a measure for state responsibility and equalization of education."

The Ninetieth General Assembly in those difficult depression years did not act as quickly on the recommendations of the Ohio School Survey Commission as the Eightieth had done in 1914. The idea of imposing new taxes in the depths of a depression was controversial and unpopular. Ohio had experience with neither a sales nor an income tax. While the legislature deliberated a very emotional issue, the situation for many school districts worsened. The condition was so critical by the beginning of the 1933-34 academic year that the legislature made a special appropriation of $67,450 to pay the state's share of the salaries of county superintendents. The minimum salary for a county superintendent was still $1200 and the state still paid half, but no state money was to be used to fund a salary beyond $3500 per year. Governor George White signed the legislation on September 28, 1933. The legislature also passed an act which provided that taxes collected on cigarettes between January 1, 1934 and December 31, 1935 would go into the state educational equalization fund.

The problem of generating new revenues for schools was only half the problem. The other half was how to apportion those funds to the schools on an equitable basis. The Director of Education, the governor, the General Assembly, and the public generally agreed that something had to be done, but there was no unanimity on precisely what should be done.

The House Committee on Schools was assigned the responsibility for developing a plan based on the commission report. The committee developed the School Foundation Program based on the concepts embodied in the survey commission report and on the idea that state aid would be furnished to all the schools of Ohio. The House Education Committee passed the bill in similar form and sent it on to the House of Representatives. The bill ultimately passed the House with relatively few changes.

The foundation program bill received a stormy reception in the Ohio

Senate. The consensus of the senators was that before schools received any state money, there should be a minimum number of pupils in the school. They argued that if a school fell below 180 pupils it could not operate efficiently. It was true that there had been a major thrust to close more one-room schools when the Depression struck, and the state had refused to fund schools with fewer than fourteen students. But the Senate saw an opportunity to use the proposed foundation program as leverage to accomplish more school district reorganization. The evidence was abundant that operating one large building was more economical than operating several smaller ones. In addition, the educational program had the potential for being better in larger buildings. The Senate argued that the foundation program should not be used as an encouragement to continue small, inefficient systems. The Senate also added the requirement that a school district should have not only an operating levy of three mills as proposed in the House version of the bill, but also a ten-mill levy for all purposes in order to participate in the Public School Fund.

In 1931 the legislature had passed a law establishing a fifteen-mill limitation on tax rates. With the expected passage of new indirect taxes, property owners needed additional protection from property tax increases; thus a ten-mill limitation was placed on property taxes. This level could be exceeded for a special purpose only if the question was submitted to and approved by the electorate. Millage within the one percent or ten-mill limitation was referred to as "inside" millage while taxes approved beyond the limitation became known as "outside" millage.

The Senate prevailed in the controversy and the final bill enacted contained most of the elements of the House version, but also added Sections 7600-1 to 7600-9 to the General Code. These sections required a study of the territory of each county to be conducted by the county boards of education. A map was to be prepared of each county showing the then-existing school district, the location and character of roads, the location of each school building, all roads over which pupils were transported, a statement of the size and condition of each school building, and the number and ages of the pupils attending each building.

The first map was to be made on or before the first day of September, 1935, and succeeding maps were due on or before the first day of April of 1936, 1937, and 1938. The General Code provided that "after the survey of the county system has been made, the county board of education then is required to draw a new map of the school districts in the county school system, prescribing the transfers of territory, eliminations of school districts, or the creation of new school districts, which will provide a more economic and efficient system of county schools. Such maps shall be adopted by resolution of the county board on or before June 1, annually, and shall be known as the adopted plan of organization for that county for the ensuing year."

Before the county board was permitted to adopt the plan of organization, however, it was required to call a meeting of all members of boards of education of rural and village school districts within the county district and any other people who were interested in attending, and present the proposed plan to them for advice and suggestions. The county board also was required to publicize the meeting for four consecutive weeks in a newspaper of general circulation within sixty days of the scheduled meeting. On or before the first day of July, the county board of education was to submit the adopted plan of organization to the Director of Education who was to approve the plan together with such

modifications and additions that he deemed desirable. Upon approval of the Director of Education, the plan was to take effect on a date fixed by the Director, and no changes could be made to the plan without the consent of the Director.

Following approval, the county board of education was to to proceed to make transfers of territory corresponding to the plan of organization. They were to use Sections 4736, 4692, and 4696 of the General Code to accomplish the transfers. These were the same sections that the General Assembly had amended in 1915 during the first year of operation of the county school districts. The changes at that time introduced the remonstrance procedure which was still in effect. This gave the final decision on transfers to the people.

The second half of the equation for implementing the School Foundation Program was generating revenues to fund the program. The legislature continued to wrestle with the problem during virtually all of 1934. They held three special sessions. The measures that it had taken up to this point were inadequate to address the problem of funding public education. For example, putting all the revenues from the cigarette tax into the school fund for two years would not solve the fiscal problems of education. Finally, near the end of 1934 in a "lame duck" session, the General Assembly enacted House Bill 134 which provided for "the levy and collection of a tax upon sales of tangible personal property at retail."

Section 5546-2 of the General Code stated, "For the purpose of providing revenue with which to meet the needs of the state for poor relief in the existing economic crisis, for the use of the general revenue of the state, for the purpose of securing a thorough and efficient system of common schools throughout the state, and for the purpose of affording revenues, in addition to those from general property taxes, permitted under constitutional limitations, and from other sources, for the support of local governmental functions, and for the purpose of reimbursing the state for the expense of administering this act, an excise tax is hereby levied on each retail sale in this state of tangible personal property occurring during the period beginning on the first day of January, 1935, and ending on the thirty-first day of December, 1935 . . . ." The tax was to amount to three percent and was to be in force for only one year.

The legislature passed the retail sales tax bill on December 6, 1934, and Governor White signed the bill into law one week later. The establishment of the retail sales tax introduced some new concepts to Ohio school finance. The sales tax was to be used largely for the benefit of public schools. The revenues were to be used for a public school fund that would make the state a more active partner with the local school district in school funding. It reversed the notion that the state should enhance the educational program at the top, instead putting the state in the position of guaranteeing a minimum financial foundation under each child in the state, regardless of the accident of address. The concept was the beginning of the foundation program in Ohio.

The legislature had agonized over the decision to impose the sales tax. Some legislators believed that the economic depression would soon be over and that a temporary tax would solve the immediate problems. Others believed that a one-year tax was all the voters would tolerate. Still others clung to the idea that education was a local responsibility and the state should not be a major actor in the process. The majority, for one reason or another, were convinced that imposing the tax for one year was the most prudent course of action at the time. It is worth noting that although the organization plan required of county

boards was to be completed each year through 1938 as part of the school foundation program, the funding aspect of the legislation was only in place for one year.

On January 1, 1935, the retail sales tax began to be collected. The published rate was three percent, but sales of less than nine cents were not taxed; sales of forty cents or less were taxed one cent; sales of between forty-one and seventy cents were taxed two cents; and sales from seventy-one cents to one dollar and eight cents were taxed three cents. Vendors were required to give a tax receipt with each purchase. These were to be procured from the state in advance. The receipts were printed on yellow paper and different colors of ink were used for the different denominations of "stamps." This practice continued for about twenty years until automatic cash registers with printed tapes became common in the retail industry.

County boards of education and county superintendents began collecting data to prepare their district maps and plans of organization. There was resistance to their efforts in some areas, but they were generally successful in eliminating more one-room school buildings and small, inefficent school districts.

The United States Office of Education funded a series of educational studies in the various states beginning about 1935. These were among many "pump-priming" efforts of the federal government to increase employment and the flow of money in the economy. The typical education study employed school and university personnel in conducting surveys, and on the basis of the results of those surveys, in making recommendations for the improvement of the schools. In Ohio, the U.S. Office of Education funded a cooperative study with the Department of Education. Each county was to have an individual study and set of recommendations, and a general study of the state was also to be conducted. T. C. Holy of The Ohio State University was director of the project and he was assisted by John A. McKnight. The state study, published in 1937, was entitled *Ohio Study of Local School Units*. Copies of each county study were placed on file in the office of the county superintendent for that county.

Data for the state and local studies were being collected during the period that each county was preparing its annual plan of organization. The study teams and the county superintendents had the opportunity to provide suggestions and information to each other in conducting the studies.

The *Ohio Study of Local School Units* identified ten major trends in Ohio schools. These included:

1. Effort has been made by the state to compensate for differences in financial ability of school districts to support a satisfactory program of public education.
2. Extension of compulsory attendance requirement was made through the enactment of the Bing Law of 1921, fixing an age limit of from five to eighteen years. Also, there is now a better enforcement of this compulsory law, particularly since the enactment of the School Foundation Program Act, in which the state subsidy is based on average daily attendance.
3. High school enrollments have rapidly increased and elementary enrollments have gradually decreased, the latter being largely due to the decline in birth rate. In 1921 the birth rate per one thousand inhabitants in the state was 22.2 per cent as compared with 13.8 percent in 1933.
4. One-room schools have been rapidly replaced by consolidated and centralized schools.
5. School buildings, sites, and equipment have been greatly improved. Between 1915 and 1936, the expenditures for these two purposes amounted to $347,070,005.
6. Better trained and better paid teachers are found in both elementary and high schools.
7. Higher standards, both statutory and regulatory, apply to all schools in the state.
8. Improved organization and supervision, particularly in the county school districts, began in 1914 when the position of county superintendent was created.
9. There has been general acceptance of the principle that high school tuition and transportation

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should be paid from public funds.

10. There has been general recognition of the fact that small schools, particularly high schools, are expensive to operate and generally are unable to provide a satisfactory educational program.

The school foundation law requiring the county boards of education to prepare plans for organization was designed to force more redistricting. It worked. In 1930, when the effects of the Depression began to be felt, there were 4,310 one-room schools in Ohio. In 1935 the number of one-room schools was 2,792; in 1936 it was 2,387; in 1937 it was 1,889; and in 1938, there were only 1,646 still in existence.

The decrease in the number of school districts was also noteworthy. When county boards of education were established in 1914 there were 80 city districts and 2,594 rural, village, and special districts. In 1930 the number of rural and village school districts was 2,033. By 1935-36 the number of districts within the county systems was 1,731; the following year it was reduced to 1,593; and in 1938, it was 1,547.

It was apparent to the legislature that the county boards of education had been effective in carrying out their mandate in helping to build an even more efficient school system within their respective counties. In 1938 the General Assembly enacted a statute requiring county boards of education to continue to submit plans for school district reorganization, but only once every other year.

The General Assembly passed another bill which affected county boards of education, but in a much different way than the foundation program. Until 1935, teaching certificates other than life certificates were issued by either city or county boards of school examiners. Through a law which became effective on September 5, 1935, all teaching certificates of all grades were to be issued by the state Department of Education. This relieved county superintendents of the responsibility of testing and certifying teachers locally and it assured uniform application of certification regulations.

By the end of the 1930's, another plan for reducing the number of school buildings and school districts had been successful. Supported by the statutes, county boards of education and county superintendents addressed the difficult and emotional problem of redistricting. The success of the venture has been documented.

The decade also saw county superintendents voluntarily moving into some new areas of activity. County superintendents had been active in developing a wide variety of social, academic, and athletic events among their schools in the early years. Now some of them had introduced administrative innovations. For example, some county superintendents started systems of voluntary purchasing of supplies on a county-wide basis. Among those were Crawford, Erie, and Fairfield counties. They estimated that they saved approximately twenty percent through this plan of purchasing. Another county superintendent was attempting to develop a county-wide transportation system which he estimated would save thirty-three thousand dollars annually.

The decade saw not only the most serious financial crisis that the state's public schools had ever faced, but it also saw the state somewhat reluctantly create a new tax for the benefit of schools. It also saw the development of the first foundation program in which the state accepted its role as an active partner in financing schools. To maintain that partnership required money, so

the one-year temporary retail sales tax quickly became a permanent tax.

The first quarter century of the county school system had established the county board of education as a vital link in the administration, organization, and supervision of rural and village districts. Although the number of districts had decreased, the new, larger districts were populated by the same pupils and patrons. The larger districts and school buildings provided not only greater economies, but a significantly improved program and a greatly expanded secondary school population in the county districts.

Chapter VII

The War Years

As the decade of the thirties came to a close and the forties began, the country was extricating itself from the most calamitous depression in its history. It did not realize that it was about to be plunged into the most devastating war in its history. This event was destined to dominate the attention and energy of the country to the point that almost every other pursuit of society would play a secondary role to "the war effort."

The Ninety-fourth General Assembly convened in 1941. It seemed there was always a problem of funding the state foundation program. The legislature was not satisfied that schools were as efficient as they could be. Looking back to the successes of the *Ohio State School Survey Report* of 1913 and the report of the Ohio School Survey Commission in 1932, the legislature determined that another survey was in order. Consequently, in 1941 it enacted House Bill 285 which stated in part, "This Commission shall make a careful and thorough study of the school laws of Ohio and their application to the organization, administration, supervision and financing of the public school system, and shall, on or before January 15, 1943, submit to the General Assembly and the Governor a report which shall include a proposed recodification of the school laws of Ohio and prepare bills of suggested changes needed, and such other recommendations pertinent to the management and financing of Ohio's public school system, as it may deem advisable."

The commission included educators and citizens. The president pro tempore of the Senate and the speaker of the House of Representatives served as ex-officio members. Walter L. Tarr served as chairman, O. W. Whitney as vice-chairman, and John Paskell as secretary. The commission held its first meeting on October 1, 1941. It divided its work into two parts. The first part was to conduct a complete review of all the sections of the General Code that pertained to schools for the purpose of recodifying them. The second part was to collect and study statistical data for each school district in the state in order to facilitate a study of the organization, administration, supervision, and financing of the public school system.

The recodification group reviewed more than a thousand sections of the General Code. It recognized that as the state grew and school districts changed, laws had been added and amended many times to meet changing conditions. The result was that sections of the law pertaining to schools were scattered throughout the code. Occasionally they found sections that had been repealed in one part of the code but companion sections had been left intact. Sometimes sections had been amended and companion sections had been ignored. Both of these circumstances contributed to confusion in interpreting the meaning of the school laws. As a result of the study, the decision was made that all sections of the law pertaining to schools should be placed in one chapter as nearly as

practicable, and that chapter should be arranged so as to provide continuity of subject matter. The commission prepared a bill to repeal about one hundred fifty sections of the code and to amend nearly five hundred others.

The committee working on statistical data employed a number of statistical assistants to gather and interpret information. The determination was made that since the 1940-41 academic year was the last for which data was available when their work was started, all data would be limited to that year. They used all of the reports which were submitted to the state by superintendents and county superintendents, principals and teachers, as well as Department of Education records on school foundation program payments and transportation information. In addition, they gathered data on local tax duplicates, rates, and revenues. There were a total of 1,669 school districts in Ohio during the 1940-41 academic year.

The commission concluded from the data that there were many school districts in the state that did not have a large enough pupil population to justify the maintenance of a separate district. It stated that the most economical district was one that had a sufficient pupil population to warrant the maintenance of a twelve-year program of education. There were still a number of districts that operated elementary schools and then paid the tuition of their secondary students to a neighboring district. The commission believed that having districts large enough to support a twelve-year program would eliminate tuition problems and reduce transportation costs. The commission's report proposed the enactment of legislation that would provide the means for territorial reorganization of school districts.

The commission reported on the status of the foundation program. It called the foundation program "the most equitable system yet devised in Ohio" for the distribution of state funds. At that time the program was based on the cost of a minimum program of $45 for each elementary pupil, $67.50 for each high school pupil, $1,500 for each approved one-teacher school and $2,400 for each approved two-teacher school, plus approved tuition and transportation costs. The actual "flat distribution" was $30.60 for each elementary pupil and $45.90 for each secondary pupil. The local district was required to have a three mill local tax levy to participate in the foundation program.

Representatives of educational groups urged the commission to recommend an increase in the minimum standard of education as guaranteed by the foundation program. The commission instead stated that "we believe that because of rising living costs this situation will become increasingly difficult and that further study and consideration should be given the financial problem."

The commission concluded from its study of transportation that "great improvement and economy can be effected in school transportation." It added, however, that "during the last few months the Office of Defense Transportation in Washington, D.C., has issued numerous rules and regulations which have an important effect on school transportation. To date these rules and regulations have not been definitely determined nor interpreted. Because of the many rules, regulations and restrictions affecting school transportation the Commission does not feel that at the present time it can make specific recommendations."

The commission made its final report on January 15, 1943. In addition to those areas already mentioned, it recommended that the finance committees of the Senate and House of Representatives consider establishing a rehabilitation fund to aid local school districts in the rehabilitation of school property. It also

suggested that the Department of Education establish a statistical and research division within the Department. Its final recommendation was "that the 95th General Assembly extend the life of the Ohio School Survey Commission for the purpose of making a further study" of the school foundation program, finances, transportation, the operation of proposed territorial reorganization, rehabilitation of school property, and "the school problems which will result from post-war conditions." Obviously the uncertainty of the times made the work of the commission extraordinarily difficult. The idea of postponing decisions for a time seemed to be a prudent course to follow.

The legislature accepted the report and did indeed extend the commission through the next biennium. Walter Tarr continued as chairman and many of the same people remained members of the commission. One major difference was that the commission arranged for the Bureau of Educational Research of The Ohio State University to assume responsibility for studies in the areas of school transportation, rehabilitation of facilities and equipment in poor districts, and financing of schools under the current school foundation program. T. C. Holy, who had directed the Ohio Study of Local School Units, became involved with the commission's work in this way.

It was at this time that the legislature determined to abolish the classifications of village and rural school districts. Henceforth, each were to be known as "local school districts" and were to continue to be part of the county school district. The chief executive officer of the local school district was to have the title "executive head." Thus, after 1943 the classifications of school districts were city, exempted village, local, and county.

The commission submitted its report to the Ninety-sixth General Assembly on January 15, 1945. It was able to reach some definite conclusions and made some rather bold recommendations to the legislature. In the area of rehabilitation of school buildings, it recognized that the foundation law provided for state financial assistance in meeting current operating expenses but did not furnish any assistance for repair or improvement of school facilities. Many school buildings had been built during the period 1915-25. At the time these buildings should have been receiving rehabilitation, the schools were in the financial throes of the Depression. The sub-committee dealing with the problem recommended that the state "furnish assistance to school districts for the purpose of improving, remodeling and repairing school buildings and that such financial assistance should be granted on a basis of need rather than by formula." The commission concurred with this recommendation and further recommended that aid be limited to districts that had a tax valuation of less than six thousand dollars per pupil and an operating levy of at least six mills. The commission went so far as to prepare a bill for the legislature to consider that would have provided a method of distributing financial assistance for rehabilitation.

The sub-committee on school finance noted that "while the over-all cost of operating schools has increased, the enrollment has decreased, thus bringing about a situation where the amount of financial assistance which the state has furnished school districts has decreased, while the cost of operating the schools has increased." It also stated that "a study of vital statistics clearly shows that after the year 1945 there will be definite increase in the enrollment of our public school system and that this increase will continue at least throughout the year 1950. This will automatically require the state to provide a greater amount of financial assistance in the years to come." The sub- committee also noted that

school districts "now have available more local money than they have had for the past several years due to the fact that the recent reappraisal of real property has increased the tax duplicate in practically every school district."

As a result of the sub-committee's careful study of school finance, it concluded that the "difference between the operating costs of elementary schools and high schools is not as great as is set up in the foundation formula and therefore recommends that the allocation to elementary schools be increased so that it bears the ratio of 1.0 to 1.2 to the amount allocated to high schools." The current ratio was 1.0 to 1.5. It also recommended that "a limitation be placed on the factor of tuition allowance so that a district of residence would not be credited with tuition costs over and above the amount the district of residence would receive from the state in the event all of the pupils in such district were attending school in the district."

The commission concurred in the recommendations of the sub-committee and made several other recommendations. First, the commission recommended that "the amount of money distributed to school districts under the foundation program be substantially increased." Second, the commission recommended that the state "sponsor and partially subsidize additional special classes for the physically and mentally handicapped." Finally, it recommended that "all of the fees derived from the censorship of motion picture films after the cost of maintaining the division of film censorship has been deducted should be allocated for the use of the division of visual education." Up to that time, the division of visual education received half of the net income of the division of film censorship and the balance went into the general fund. This would mean an indirect increase to schools.

The commission reiterated the recommendation of its predecessor group and called for the establishment of a statistical and research division in the Department of Education to be "adequately staffed for the purpose of maintaining accumulative statistics relative to the public school system and to furnish guidance to the various school districts throughout the state." It also suggested that the Department of Education be "adequately staffed with competent personnel for the purpose of assisting school districts in matters of school district organization, school building planning, supervision of elementary and high school curriculum, and finance." In its final statement about the Department of Education, it wrote, "The commission is of the opinion that there is merit in the establishment of a state board of education and recommends that the legislature give serious consideration to a constitutional amendment to make it possible to establish a state board of education." It would be another decade before that recommendation would come to fruition.

The commission was very candid on the topic of school district organization. It began by saying that "all of the studies made by the Commission pertaining to the various phases of school problems indicate clearly that many of the difficulties encountered in the operation of our public school system are due to the fact than in Ohio we have many small school districts. In the event each school district contained a pupil population sufficient to warrant the maintenance of a twelve year program of education many of the problems considered by the Commission would be solved." It explained its position by stating that "local school districts would be in better financial condition because of a more equitable distribution of tax valuation. There would be no problem of tuition because all pupils would attend school in their district of residence.

The transportation problem would be greatly simplified. The administrative work of the department of education would be greatly reduced."

The commission then submitted a suggestion which stirred considerable controversy. The commission stated that it "is further of the opinion that the most practical solution to the organization of school districts would be the adoption of the county unit. This would mean that all local school districts now under the supervision of a county board of education would then become one school district with the result that we would have only three types of school districts in Ohio: namely, county school district, city school district and exempted village school district." This statement was submitted as a suggestion rather than a recommendation, and the legislature was under no obligation to take any action on the idea.

The sub-committee on transportation supported the idea of the county unit. This was largely because of "the fact that the State Department of Education, in discharging its responsibility for school transportation in county districts, must deal with some 1400 different school districts, many of which are too small to conduct an economical system of transportation. This was one of the main reasons for the recommendation of the Commission's Sub-Committee on Transportation for the county as a unit for transportation." Finally, the commission cited statistics gathered by the United States Office of Education that showed "that states which operate on the county administrative unit had in 1939-40 and 1941-42 the lowest average yearly per pupil costs for transportation."

The report was received by the General Assembly a few months before the war ended. The legislature was so occupied with dealing with other problems that education was not its highest priority. With the exception of the continuing struggle to fund the foundation program at acceptable levels, there were no major changes in the sections of the code affecting schools until mid-century.

Chapter VIII

The Growth Years

The end of World War II marked the beginning of a new economic and social era in America. Veterans of the armed forces began to return to civilian life during the latter part of 1945 and the first half of 1946. The rate of marriages soared as the weddings that had been postponed during the late Depression years and war years now took place. This caused an explosion in the birth rate and gave rise to the term "baby boom."

New housing began to develop as newly married couples sought suitable quarters. The migration from rural areas to cities that had been typical fifty years earlier was now reversed. Housing developments sprang up in land near but outside the cities. Suburbs, which at one time were almost exclusively developed around large cities now began to develop around much smaller cities. The people earned their money and spent their money in the city but had their homes in the suburbs. The phenomenon which was created was called the "bedroom community."

The economy flourished as the country began once again to produce consumer goods. During the Depression people could not afford to buy automobiles and major appliances, and during the war they were not produced because the manufacturing capacity of the country was dedicated to the war effort. Now the pent-up demand for capital goods was substantial and the economy hummed along, producing whatever society needed or wanted.

The Depression had made it difficult for many young people to go to college, and service in the armed forces made it impossible for them to attend. The demands for higher education had gone unfulfilled for a number of years. Before the war was over, Congress passed what was known as the "GI Bill" which provided certain benefits to veterans of World War II. Among the features of the bill was an educational subsidy program. This provided grants for tuition and fees at approved schools for the qualifying veteran. In addition, the veteran was eligible for a subsistence allowance for as long as he remained in good standing at the institution and until he had used up his eligibility. When this cumulation of people who had not been able to go to college was combined with the benefits of the GI Bill, the number of people in colleges and universities, as well as other training institutions, soared to unprecedented levels. In retrospect, this turned out to be one of the most cost-effective expenditures the federal government ever made. The return to the government in higher income taxes from a better-educated work force was substantial.

These societal changes had a direct and significant impact on the county school systems. County districts were made up of small villages and rural areas until this time. Many cities had only a limited amount of land left for development. Suddenly developers were turning farm land into subdivisions. The young families moving in to these new homes had and were having children who would soon

be going to school. The report of the 1945 School Survey Commission that had predicted "that after the year 1945 there will be a definite increase in enrollment in our public school system and that this increase will continue at least through the year 1950" understated the case magnificently.

School buildings that had been built twenty or thirty years earlier to accommodate populations of that era began to be inundated by the flood of children from the new "bedroom communities." This was in sharp contrast to the typical local district in the late forties, where high schools were not crowded because the students were born during the low-birth rate years of the Depression. But it was not long before the elementary classrooms in many of the local districts were crowded. The obvious answer was to build additions to existing buildings or erect new buildings.

Bond levies to finance construction of new school buildings began to appear in many local school districts by the late forties. The need for these new facilities was so apparent that it was not uncommon for bond levies to pass with a seventy or eighty percent affirmative vote. New elementary buildings were built in local school districts all over the state. City and exempted village districts also were erecting new buildings to keep pace with increased enrollments and to replace aging structures.

It soon became evident that the race to keep the construction of new school houses even with the burgeoning population was going to be a long one. This led to a serious problem, especially in local districts that had relatively low tax valuations. There was little or no industrial or commercial property in these districts to improve the tax base, because much of the property was classified as either agricultural or residential. New homes simply did not increase the duplicate significantly, especially since the homes that young families could afford were generally modest.

The problem was exacerbated by the fact that for many years Ohio had a law that limited the amount of total bonded indebtedness of a school district to four percent of the tax valuation of the district. By permission of the State Board of Tax Appeals, a district could vote up to six percent of its tax valuation. The Board of Tax Appeals was deluged with requests for permission to exceed the four percent limitation. Finally, in 1949, the legislature passed temporary legislation to cover a two-year period which would permit a school district to be indebted up to eight percent of its tax valuation with the permission of the state Board of Tax Appeals and the state Department of Education. This did not provide any infusion of money for the districts. It simply permitted them to go more deeply into debt. When the two years were up, the legislature reenacted the law extending its provisions to December, 1953.

The cost of construction was only one of the problems facing school districts at the time. It was evident that if additional school rooms were built, they must be staffed and equipped. Virtually every new bond levy that was passed was followed by a request for an additional operating levy. It was apparent to the electorate that these operating levies were also needed, so most of these requests were granted and usually with a fairly high majority vote.

School districts were faced with a continuing problem of quantity. Much of the energy of school managers was absorbed by the constant challenge of providing enough classrooms to house a continually expanding population, enough teachers to maintain a reasonable ratio of pupils to teachers, and enough buses to transport them safely to and from school. During the period from 1948 to

1958 the total enrollment in grades 1-12 in Ohio's public schools rose from 1,104,038 to 1,612,285. This was an increase of 508,247 students or forty-six percent in a ten-year period. Boards of education and school personnel accomplished a great deal with the resources available to them. In most cases, they were supported by communities that had an earnest desire to provide the best education they could obtain for their children.

By 1952 the Department of Education undertook a survey to inventory the existing public school facilities and to project future needs and the resources necessary to fulfill those needs. The project director was A. D. St. Clair and the report was entitled *Ohio Public School Facilities Survey,* published December 1, 1952.

The facilities survey identified seventeen school districts in Ohio "which do not operate schools of their own but assign their pupils to foreign districts on a tuition basis. The 1951 valuation of these districts amounts to $20,807,108. . . None of these districts have any bonded indebtedness. With the exception of possibly a few school buses, they have no school facility needs." This was a lingering problem that was probably not going to be solved minus a legislative mandate.

The report noted that "if the 6% debt limitation law should again become the legal limit of local school district indebtedness as it was previous to 1949, there would be 497 (34.2%) districts out of the 1,452 total number of districts in the state which would be unable to finance their school plant facility needs. If the present temporary 8% law is retained, 334 or 23% of the state's 1,452 districts will be unable to meet their needs."

The school districts identified in the study would have an aggregate deficit of more than $65 million if the eight percent limit were to be continued. Of those districts, "228 or 68.2% are found to have less than $8,000 of taxable wealth back of each pupil in average daily membership which means they are in the poorer class." The aggregate deficit of those districts was nearly $43 million or two thirds of the total state deficit.

Much of the facilities study pointed to the extraordinary financial problems faced by most of the districts in the state. Two positive items were reported. First, the report stated that "it is encouraging to note that the financial problems of the state are becoming widely recognized and a concerted effort is being made to solve them. At the local level, special tax levies for operating costs have been supported in most instances. This applies also to bond issues for building purposes." The second was that "beginning in August of 1949, under the new law enacted in the spring of that year, the State Board of Tax Appeals initiated the program of uniform tax valuation for all of the 88 counties in the state. This was an attempt to list all 'real property' at 50% of its sale value as of the tax years of 1946, 1947 and 1948. . . . When all 88 counties are in, the increase [in tax valuation] for the state as a whole is estimated to be some $1,600,000,000. . . . The additional bonding capacity resulting from the increased valuations will help absorb some of the deficits. . . ." This item produced no actual revenues for the schools, but rather permitted them legally to increase their debt.

The combination of the effects of the population explosion on school enrollments and the need for continued efforts to improve the efficiency of schools led the legislature to adopt two measures. The first was House Bill 128 in 1953, which authorized a county citizens' committee to be established in each

county to study district reorganization. These committees were to complete their work within four years.

The second measure was to authorize another survey of the schools of the state. This time the legislature determined that a majority of the committee would be legislators. Representative William Manahan, former superintendent of Defiance County, was named chairman, Senator Charles Mosher of Oberlin was vice chairman, and Senator Raymond Hildebrand of Toledo was secretary. The committee included eight other people, five of whom were legislators. One of the legislators was Senator Oakley Collins of Ironton, who later became superintendent of Lawrence County Schools. One of the non-legislators was J. F. Lautenschlager, who was superintendent of Coshocton County Schools. The committee appointed Edgar L. Morphet of the University of California at Berkeley to serve as chief consultant to the committee.

The Ohio School Survey Committee reported that there were a total of 1,339 school districts in Ohio as of October 1, 1953. Of that number, 135 were city districts, 74 were exempted village districts, and 1,130 were local districts. In the ten-year period from 1943 to 1953, the number of city districts had gone from 113 to 135, exempted village districts decreased from 85 to 74 (some had become cities), and the number of local districts had decreased by 315.

The committee also reported that "only two thirds of the districts operated at least 12 grades; in 15 cases no schools were operated. Practically all of the districts operating less than 12 grades were local districts. A district which does not operate all 12 grades must send some of its pupils to school in another district and pay the tuition charges. However, under the foundation program law, the state pays a substantial portion of this tuition for these districts, at cost in 1954 of almost $3.5 million." One city district operated a grade 1-8 program and one exempted village operated a grade 1-9 program. Of the 1,130 local districts, 712 operated a grade 1-12 program, one operated 11 grades, 11 operated 9 grades, 364 operated 8 grades, 27 operated 7 or fewer grades and 15 operated no schools. The number of schools which were offering less than a twelve-year program had declined from 541 in 1950 to 418 in 1954. There was a great deal of criticism for schools qualifying for tuition support that exceeded what they would have received if they operated a full program. On the brighter side, there were only 132 one-room school buildings still in operation in 1954.

The committee addressed the problems of organization and recommended that "all administrative districts should operate 12 grades of school. Any district which fails to do this after July 1, 1959, should not, unless given special authorization for a year at a time by the [proposed] State Board of Education, be eligible for any state school aid, except the minimum amount guaranteed to all districts under the proposed Foundation Program plan. This would provide an orderly method for reorganization of many districts and provide time for them to achieve it. The county citizens' committees authorized [by statute in 1953] are expected to complete their work in four years. If any districts have valid reasons for not completing their task of reorganization by 1959, provision is made for extension of time."

The committee also recommended that the county citizens' committees should be expanded to include representatives of city school districts, that the state should provide advisory services and financial assistance to the committees studying reorganization, and that all reorganization should require a vote of the affected territory.

Related to the necessity of operating a full program, the committee recommended that "a district not operating or constructing a high school in 1954-55 should not be permitted to establish a high school, unless (a) the high school will enroll 240 or more pupils, or (b) factors of distance or transportation are such that the [proposed] State Board of Education certifies the operation of a smaller high school is justifiable." This would not prohibit the combining of two or more districts, one of which operated a high school, but it would prevent a district from circumventing the spirit of the law by building a small high school which probably could not offer a proper school program.

The committee's recommendations concerning the county superintendent were particularly noteworthy. Recommendation D-6 is presented in its entirety:

> The office of the county superintendent of schools should be organized to include service functions for all districts in the county for which such services can be more economically and effectively provided in that manner. In order to provide needed services to districts too small to manage and finance them economically, and to provide a ready means by which larger districts may cooperate in financing and operating specialized services, the office of the county superintendent of schools should be organized and empowered to:
>
> a. Exercise the same administrative and supervisory duties for school districts under 500 pupils as is now exercised by the superintendents of schools in city districts.
> b. Provide supervision of instruction and other needed services for all local districts in the county.
> c. Assist other districts in the county in providing, at their request, services which can be more economically and effectively provided on a cooperative basis than could be provided by the individual districts. Such services might include guidance and psychological services, special education of atypical children, in-service training of teachers, and planning of transportation.
> d. Provide consulting services to districts on problems on which special help may be needed.
> e. Serve as an advisory and technical officer to the county citizens' committee on district organization. The committee was not able to examine the special conditions of each individual school district or of each particular county. However, there are indications that some counties might be served best by a single school district for the entire county. In such cases, there would be no longer need to be separate local boards.

This recommendation represented a departure in thinking as far as the duties of county superintendents were concerned. The focus historically was on administrative functions. Now the concept of "service functions" was introduced. The staff of a typical county board of education at this time was a superintendent, a secretary, and a truant officer. State support for district superintendents had been terminated years earlier. A few county school districts employed one or two assistant superintendents who functioned largely as instructional supervisors, but these were the rare exception. Funding for county boards of education was such that there was virtually no opportunity to have a larger staff. The idea of permitting other districts within the county to request services from the county board of education also broke new ground.

The committee listed twenty-three recommendations concerning instruction and twenty-seven recommendations relating to teachers and personnel. It also addressed the topics of facilities, transportation, and finance. It recommended that school boards be permitted to expend monies from the general fund for the purpose of supporting regional or state associations of school boards.

The committee devoted a large section of its report to recommendations concerning a State Board of Education. It recommended that a State Board should be composed of nine members. This would be large enough to prevent domination by one or two individuals, but small enough to function efficiently. It further suggested that the nine districts be the same as those of the Ohio

Court of Appeals districts as of January 1, 1955. The reasons given for this suggestion were that it would be simpler if the boundaries of the board districts were coterminous with some other established political subdivision, and there was no domination by either rural or urban areas in the appeals court districts. The committee did not expect board members to consider themselves representing specific districts rather than the state as a whole, so population differences among districts would not be a problem.

The committee also recommended that the members of the State Board should be selected through nonpartisan nomination by petition and election at the general election. Candidates would be qualified electors, excluding employees of public or private schools or institutions of higher education and elected or appointed public employees or officials. Nonpartisan selection would assure that the board members were direct representatives of the people.

It was recommended that the first election should be held in November of 1955 with terms to begin on January 1, 1956. At the first meeting the term of each member would be determined by lot, with one third of the members serving two years, one third serving four years and one third serving six years. At each subsequent election in odd years, the terms would be for six years. The committee reasoned that a short term would be unattractive to the better candidates. A six-year term would be long enough to attract good candidates but short enough to keep the members responsive to the electorate.

The committee further recommended that the board should organize on the first Tuesday following the first Monday in January following the initial election, and should elect its own president and vice-president. They recommended that a Superintendent of Public Instruction be appointed by and serve at the pleasure of the board. They also recommended that the Superintendent of Public Instruction should serve not only as the board's chief executive officer, but as the executive secretary of the board.

The committee suggested that State Board of Education members should be paid twenty dollars per day for attendance at meetings to a maximum of twelve days per year. In addition, it was suggested that the members be compensated for actual expenses incurred in travel, lodging, and meals. The rationale was that this was not a great enough amount to cause people to seek the office for the amount of compensation involved, yet it would prevent board service from imposing a financial hardship on a wage earner.

The committee went into considerable detail about its perception of the State Board of Education. It was to be an independent policy-making organization empowered to establish standards for the operation of the schools of the state. The suggested duties and powers of the State Board of Education and the duties of the Superintendent of Public Instruction and the Department of Education were enumerated.

The governor and the One-hundred-first General Assembly officially received the report of the Ohio School Survey Committee in 1955. Their major focus was on the portion of the report that dealt with the proposed State Board of Education. A significant portion of this section of the report found its way into Amended House Bill 212 which was the legislative vehicle for establishing the State Board. One of the main points of departure was in terms of the size of the State Board. Some legislators proposed that it be composed of one member from each of the congressional districts in the state; this idea prevailed, and so a twenty-three member board emerged in the final version of the bill.

The bill passed both houses of the legislature on June 24, 1955. Governor Frank Lausche permitted the bill to become law without his signature. Portions of the bill were declared to be emergency laws so that persons could be nominated and elected to the State Board of Education at the general election in November, 1955.

Although the legislature did not fully enact the committee's recommendations to organize the county boards of education into service agencies, it did pass legislation that had a positive and long term effect on the operations of the county boards of education. Some of the powers with which the State Board of Education was endued also had a positive effect on the county boards of education.

The One-hundred-first General Assembly had to confront the problem of rapidly increasing enrollment and its effect on quality of instruction and facilities planning, the fiscal crisis that was brewing for many school districts, the problem of districts that were too small by contemporary standards, and the problems of teacher shortages and teacher education. It certainly did not solve or even address all of the problems of education. However, in retrospect, it did enact significant legislation for the improvement of education, and it set the stage for new initiatives by Ohio's county boards of education.

Chapter IX

The Expansion Years

The Ohio State School Survey Commission Report of 1914 suggested that "a system of state wide and as nearly as possible full time supervision should be inaugurated providing for combined county and district supervision applying to all districts outside the cities." County boards of education were established to implement a supervisory program that would "enable every child in Ohio to attend a properly supervised school." The Eightieth General Assembly followed the recommendations of the commission and enacted laws that provided for district superintendents to spend three fourths of their working time in direct supervision of teachers. The plan called for a district superintendent to have an average of forty classroom teachers to supervise with a minimum of twenty and a maximum of sixty teachers. The state provided half the salary of the district superintendents up to seven hundred fifty dollars per year. Approximately six hundred district superintendents with supervisory assignments were appointed during that first year.

One year after this program was established, the legislature decided that the county board of education could require the county superintendent to supervise as many as forty teachers. This had the effect of reducing the number of district supervisors by one in each county which determined to do so. In 1921, the General Assembly abolished the position of district superintendent. The law did permit county boards of education to hire assistant superintendents whose primary function could be instructional supervision. Unfortunately, about this same time the legislature withdrew the salary subsidy for county superintendents and assistant superintendents. County boards then had to rely on deductions from the local district for the county board budget. These deductions were made from the taxes collected for each rural and village school district based on either the number of teachers employed or the number of pupils enrolled. After the Foundation Program Law was enacted in 1935, the deduction was made by the state from the local district's state foundation payment. By 1955, the number of assistant superintendents or other personnel employed to be instructional supervisors in all of the county districts in the state was just over fifty. Thus there were about five hundred fifty fewer people performing supervisory roles in 1955 than there were in 1915.

The One-hundred-first General Assembly enacted Senate Bill 321 which provided one supervisory unit to each county board of education for the first fifty approved teacher units within the county district. Each additional one hundred approved teacher units entitled the county board of education to one additional supervisory unit. The salaries and travel expenses of the supervisors were to be subsidized from state funds in accordance with regulations to be established by the State Board of Education. After an absence of thirty-five years, the state moved back into the supervisory process by subsidizing the salaries

of supervisory personnel. During the 1956-57 school year, fifty-three county boards of education hired their first elementary supervisor and thirty counties hired their first secondary supervisor. Instructional supervision had become a reality in local school districts once again. At the same time, the county superintendent's services began to expand.

While this renaissance of the county board of education was occurring, the State Board of Education was also taking its first steps. Members of the first State Board of Education were elected on November 8, 1955. The State Board met to organize on January 3, 1956. Attorney Robert A. Manchester of Canfield was elected president, and Elliott E. Meyers of Ironton was elected vice president. Manchester had served as president of the Mahoning County Board of Education prior to being elected to the State Board of Education. The State Board chose Edward E. Holt as its first Superintendent of Public Instruction to succeed R. M. Eyman.

The new State Board of Education was faced with a multitude of perplexing problems. The problems identified in the report of the school survey committee chaired by Representative Manahan in 1954 had not gone away. The State Board had a legislative mandate in Amended House Bill 212 to "formulate and prescribe minimum standards to be applied to all elementary and high schools in this state for the purpose of requiring a general education of high quality." The State Board was also required "to prescribe standard requirements for day schools for the deaf, blind, crippled, and slow learners, and for other instruction and services for all types of handicapped persons . . . ." It was also charged with the responsibility for preparing standards for the certification of teachers, administrators, and other professional personnel.

One of the early decisions of the State Board was to commission a new study to determine the status of existing facilities and probable future needs. Robert Heller and Associates of Cleveland conducted the study and reported to the board in October of 1956. The Heller report predicted that student enrollment would exceed two million by 1960. It also stated that "elementary schools will continue for some years to be under increasing enrollment pressures. Secondary schools will begin to feel the impact of this postwar tide of children in the school year 1960-61." It projected that Ohio would need 9,707 new classrooms in addition to auditoriums, gymnasiums, and multipurpose rooms by the end of the 1960-61 academic year. This included rooms that had to be replaced and additional rooms that would be needed. The report estimated that the cost of required construction would be approximately $325 million. State aid would be required by 115 districts to the extent of about $50 million.

The report recommended additional consolidation that would result in 152 fewer school districts. It proposed that "state assistance be advanced to these districts only on the condition that they do consolidate. This is a constructive use of the State Board's influence in stimulating the creation of administrative units better able to offer a well-rounded program of education for the children of Ohio."

During its first two years the State Board undertook the development of new standards in several areas. It had Department of Education staff and advisory committees working simultaneously on standards for elementary schools, high schools, special education programs and teacher certification. Standards adopted by the State Board of Education had the effect of administrative law. When these standards were coupled with legislative enactments of the One-

hundred-first and One-hundred-second General Assemblies, some of the problems that had plagued the schools for years were resolved.

One of the problems cited in the most recent committee report was that of the school district that did not operate any schools or operated less than a twelve-year program. Another problem was the existence of too many small school districts. Within two years of the establishment of the State Board of Education, districts were mandated to operate a full twelve-year program. There was a flurry of consolidations as schools that had sent their high school pupils to neighboring districts as tuition students now looked for partners with whom to form a new district. High schools that did not offer a sufficient number of courses or that did not have 240 students in average daily membership were in danger of charter revocation. This helped to precipitate another flurry of consolidations.

There were 1,049 local school districts in the county system at the end of the 1955-56 academic year. Six years later there were 608 local districts, a reduction of 441 districts or forty-two percent. County superintendents were involved extensively in this process. Many people argued that their district had already been consolidated. This may have been true, but many previously consolidated districts were too small to survive in a new era. With an average reduction of five local districts for each county in the state over a six year period, county superintendents were called upon to use every bit of finesse they could muster to help accomplish this task. For their efforts in this latest reorganization effort, many county superintendents were condemned by some for interfering with local schools. At the same time, they were commended for their courage by those dedicated to the improvement of educational opportunities for all children.

Standards for elementary and high schools promulgated by the State Board of Education had a profound effect in improving both of those institutions. These standards were more stringent than any that had been in force earlier. They were not impossible to meet, but they required most schools to improve and upgrade to varying extents. Schools were required to look at themselves with an objective view. The new standards were specific enough to let schools know what was required to maintain their charters. The overall effect was gratifying.

Teacher training programs and teacher certification requirements also were subjected to new, more stringent standards. Teachers and administrators holding certificates granted under old standards were permitted to renew certificates, but upgrading required meeting the new standards. Temporary certificates were issued for the next several years during a shortage of qualified teachers. The net effect of the new standards was to improve the quality of pre-service programs and require a reasonable amount of continuing education to qualify for certificates of higher level.

Special education programs were also affected by standards adopted by the State Board of Education. Schools with limited resources had typically done little for special students. The new standards required programs in general education to meet the needs of exceptional children. Raymond Horn was appointed director of special education in 1959, committing the division to provide special education programs that would be appropriate for pupils with special needs. Earlier standards had been developed for each individual type of handicap; the new standards brought a degree of uniformity to special education programs

that had not existed before. Standards for each handicap included such factors as class size, age range in a class, curriculum and program, equipment and materials, housing, and teacher qualifications. The latter was considered so important that funding could be denied a program that was in compliance in all other respects but failed to have a properly qualified teacher.

New certification standards for school psychologists were included in the revised certification standards. The legislation that provided for funding of supervisory units also provided for funding of units for child study. This enabled county boards of education to appoint school psychologists to work in the local districts within the county. Salaries and travel expenses were included in the new foundation units. Prior to 1956 only five counties had hired a school psychologist. Within the next five years thirty counties hired one or more school psychologists. The increase in the number of instructional supervisors and school psychologists hired by county boards was limited only by the number of supervisory units for which county was eligible. The increase in the number of psychologists was limited only by the number of units for psychology that were made available to the Department of Education through the foundation program.

The rapid increase in the number of supervisory personnel created a challenge and an opportunity for the state Department of Education. The Department of Education had always had a relatively small staff. Most of the school survey commissions that had been convened over the years had recommended that additional staff be assigned to the Department. Some of them suggested specific divisions that should be established and properly staffed. The State Board of Education had been given a modest increase in its budget, so it was able to increase its personnel. One of its challenges, then, was to help the new corps of supervisors to begin to function as efficiently as possible. It was also important to apprise the supervisors of the probable directions of the emerging standards so that they could assist the schools in their jurisdictions to get into compliance as quickly as possible.

The Department began to hold a supervisors' conference shortly after the beginning of each academic year. City and exempted village districts also were given supervisory units on the same basis as the county districts, so many cities that had few or no supervisors up to this time also were able to expand supervisory staffs. For each of the first several years there were so many beginning supervisors that a significant part of the program was devoted to indoctrinating inexperienced supervisors. The exchange that went on in those meetings was stimulating and helpful. It was one of the first links between Department personnel and school district personnel below the level of the superintendency. It was very useful in demonstrating the credibility of the expanding Department of Education to staff personnel from the school districts.

The legislature realized shortly after it established the State Board of Education and encouraged expansion of county boards of education that it was necessary to make some additional changes in the laws. The One-hundred-second General Assembly in 1957 enacted some new laws and amended some existing laws to empower both bodies to function effectively. It enacted two sections of code that permitted the State Board of Education to initiate consolidation of school districts and transfers of school districts or portions of districts. It revised the laws pertaining to the transfer of territory of local districts to other local districts or to adjoining city, exempted village, or county districts, as well

as those pertaining to the creation of new local districts. It also authorized the county board to consolidate a district having only an elementary school with one or more adjoining local, exempted village, or city school districts that had a high school. The establishment of any new exempted village districts had been prevented since June 1, 1954.

The legislature also extended to county board employees the privilege of receiving compensation and expenses for attending professional meetings, to be paid from the county board of education fund. Amended House Bill 489 authorized county boards of education "to expend funds for the purpose of conducting studies or surveys pertaining to school district organization and building needs, curriculum and instructional needs, and needs for improved or additional services that may be rendered by such board."

On June 17, 1957, Governor C. William O'Neill signed Amended House Bill 164, which gave the county superintendent the responsibility to recommend a person to serve as the local board of education's executive head—as the local superintendent was called at that time. After considering two nominations made by the county superintendent, the local board could employ a person not so nominated, provided that the person received a three-fourths vote of the full membership of the local board of education.

The late fifties and early sixties were exciting times for Ohio's county school districts. The State Board of Education had been established and was beginning to function in its role of improving the educational system by adopting standards in a variety of areas. The legislature had provided funding units for supervision, special education, and school psychology. County boards of education were able to expand their services significantly by staffing the new units to which they were entitled. Teachers and students in the local school districts benefited from the services that were now available to them. County superintendents were again able to accomplish the goal that their predecessors had been given nearly fifty years earlier— "to enable every school child in Ohio to attend a properly supervised school."

Chapter X

The Controversial Years

The One-hundred-sixth General Assembly enacted Amended House Bill 810 during the summer of 1965. Governor James A. Rhodes signed the bill on August 4, 1965. The act had two main provisions. First, the State Board of Education was to "prepare and submit to the General Assembly, not later than January 1, 1967, a master plan for the organization of the school districts of this state. The primary objective of the master plan shall be to make each school district in the state an administrative unit that can economically provide and financially support a program of education sufficiently broad to meet the various post high school career needs of its students, including those entering college, those entering technical schools, those entering the labor market, and those entering other post high school careers."

The mandate to the State Board of Education stated that "the master plan shall be based on the board's study of the educational needs of all areas of the state, and shall have as one of its objectives the development of a system of school district organization which maximizes the educational opportunities of all public school pupils of the state through more effective and more efficient use of teaching and other school personnel and educational equipment and facilities, and through more effective and more efficient use of the financial resources available for support of the public schools." The State Board was to include recommendations with respect to "the definitions of the various types of school districts, the minimum number of pupils, the minimum tax valuation per pupil, and the minimum program and curricular offerings which should be maintained by a school district."

The State Board's plan was to "include a scheduled program of legislative and executive action necessary to make each of the state's school districts a sound administrative unit by the beginning of the 1970-71 school year." The report to the General Assembly was to include the master plan and the findings and conclusions on which it was based. The State Board was permitted to use its own staff and contract for consultant services as it saw fit. Finally, the State Board was to submit progress reports to the Ohio School Survey Commission (which was created in the same legislative enactment) on November 12, 1965, and on the first day of each third month thereafter.

The second provision of the act was to create "an Ohio school survey commission consisting of four members of the senate . . . and four members of the house of representatives, not more than two of whom [from each house] shall be members of the same political party, and three members appointed by the governor, not more than two of whom shall be members of the same political party." The Ohio School Survey Commission was required "to study and make recommendations to the 107th general assembly concerning:

A. The revision of the financial structure of public education;

B. The present organization of the school districts;
C. The feasibility of reorganizing the state department of education as the state board of education;
D. The improvement and financing of adult, vocational, and special education;
E. The consolidation of special education laws;
F. The clarification of all education laws.

The commission was given authority to engage the professional, technical, and clerical personnel required to carry out its duties. It was charged with completing its work and rendering a final report to the One-hundred-seventh General Assembly no later than January 15, 1967. The commission report and the master plan for reorganization were destined to spark a great controversy within the educational community and in the legislature itself.

The Ohio School Survey Commission organized in December of 1965. It elected Senator Oakley Collins of Ironton to serve as chairman and Representative Ralph Regula of Navarre to serve as vice chairman. Senator Oliver Ocasek of Northfield was elected secretary. The commission met eighteen times during the next fourteen months. "Meetings were held in conjunction with members of the State Board of Education, with the project staff of the Master Plan for School District Organization in Ohio, with officials of the Department of Education, and with members of the Ohio Tax Study Commission. Numerous public hearings, held in various parts of the state, were incorporated into these meetings, and the recurring theme of the expert testimony heard by the Commission was that the State must increase its support for public education, primarily its financial support."

The State Board of Education appointed a five-member "Committee on the Master Plan for School District Organization." Elliott E. Myers of Ironton was selected as chairman of the committee. During the period that the study was being undertaken, the first State-Board appointed Superintendent of Public Instruction, E. E. Holt, retired and was succeeded by Martin Essex on July 1, 1966. The State Board of Education applied for a federal grant under Title V, Public Law 89-10, to employ staff and consultants and to underwrite the expenses of the study. The grant was approved on October 18, 1965. The State Board appointed Ralph D. Purdy, Chairman of the Department of Educational Administration and Director of the Bureau of Educational Field Services at Miami University, to serve as project director. He began full time work on the project on December 1, 1965. Three other professional staff members joined him on January 24, 1966.

The project staff spent the next several months gathering various kinds of data pertaining to the study. It collected data on population trends, current and projected school enrollments, school finances, business and economic projections, and sociological changes that were taking place in Ohio. It also studied various models of school district organization and noted the advantages and disadvantages of each.

Some of the findings of the project staff included the following:

1. Megalopolis is a foreseeable and, to some extent measurable consequence of sprawling suburban growth around older established urban population concentrations.
2. Populations of major metropolitan areas in Ohio are likely to at least double by the year 2010.
3. In the suburbs, the large population with children is rapidly expanding, severely straining the administrative and physical plants needed to educate the children; in the cities, the outflow of families with children is supplanted by an inflow of families with numerous

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children in greater need of education, and for which the immigrants are less able to provide the essential resources.

4. While the state experienced a population increase of over 22 per cent from 1950 to 1960, the public school enrollment increased 42.7 per cent from October of 1955 to October of 1965. The addition of nearly fifty per cent enrollment in a ten year period has created a major strain of local and state finances, both for operational expenses and for capital outlay.
5. The number of local school districts in the nine metropolitan counties (Clark, Cuyahoga, Franklin, Hamilton, Lucas, Mahoning, Montgomery, Stark and Summit) decreased by 10 from 1955-56 to 1965-66. However, the enrollments in the local districts of those counties increased from 155,632 to 247,835, an increase of 59.2 per cent in a ten year period.
6. The evolving social and economic interdependence of megalopolis brings with it a major challenge to traditional structures and organizations, including all governmental functions, of which education is a part, and the political structure through which services of these agencies have been provided.
7. The growing population is concentrating in metropolitan areas while several counties of Ohio are declining slightly in population, but maintaining a stable public school enrollment.
8. The decentralization of industry will tend increasingly to make the problems of the urban centers the problems of the metropolitan area.
9. The number of local districts in counties was reduced by nearly one-half between 1910 and 1950 from 2,574 to 1,262. This number was again halved to 668 by 1960 and was down to 495 by 1966.
10. The sparsity factor is illustrated in the number and type of districts by counties; for example, one county, (Morgan) has one school district, while one county, (Cuyahoga) has 32 school districts. Twenty counties have no city districts in their boundaries, while Cuyahoga County has 23 city school districts.
11. A structure organization must be designed to provide the desired educational opportunities for all children whether they live in a density area of 6.6 pupils per square mile (Vinton County) or 698.8 per square mile (Cuyahoga County).

In the quantitative portions of the report the staff distinguished between the minimum and optimum numbers involved in any given area. It defined minimum as "the lowest level of conditions for growth acceptable in providing programs or services at an acceptable level of adequacy or quality, with efficiency and economy." Optimum was defined as "the most favorable condition for growth. 'Optimum' refers to a balance of all factors (size, adequacy, quality, efficiency, economy) which provides the *most desirable* conditions for educational growth and development in Ohio." For example, the report suggested that minimum attendance in a high school should be five hundred but the optimum level would be a thousand or more.

Based on its findings, the judgment of the project staff and those with whom it consulted, and its study of the literature, the staff prepared and submitted a number of recommendations to the State Board of Education. These were stated as follows:

1. It is recommended that major consideration be given to those factors which will tend to provide programs and services at an optimal level for breadth, quality, efficiency and economy.

The report explained that for many years Ohio schools were organized on the basis of minimum criteria. For example, when the Foundation Program Law was enacted, schools organized to meet the one-hundred-eighty-pupil minimum standard. Then some twenty years later the standard was raised to two hundred forty. In order to meet this standard, many districts were forced to extend their bonded indebtedness to the legal limit. Striving for an optimum level would eliminate these intermediate steps.

2. It is recommended that Administrative Districts providing *comprehensive* programs be created as follows: Minimum, 20,000 pupils; Optimum, 35,000 or more pupils.

The report stated that enrollments in many metropolitan areas equal or exceed the criteria. In some instances, the surrounding area or parts of it could be affiliated with the central city. In some urban-rural areas, all districts (local, exempted village and city) within the county could form one district with a single board of education and meet the criteria. In some rural areas, two, three, or four counties might form one district to meet at least the minimum level of twenty thousand.

> 3. It is recommended that Administrative Districts be created providing *limited* programs and services as follows: Optimum, 10,000 + pupils; Minimum, 3,500 (with 70 or more units of credit).

The report explained that this was not a separate and different kind of district than the one mentioned above. The latter would be established where sparseness of population and terrain might dictate. These districts with limited programs and services would be more dependent on receiving those services from the area educational district.

> 4. It is recommended that Area Educational Districts be formed to provide specialized programs and services in an area with an enrollment, grades 1-12, of: Minimum, 35,000; Optimum, Inclusive of the natural socio-economic community.

The report suggested that the Area Educational District would provide such services as special education programs and programs for the gifted, pupil personnel accounting, transportation, facilities planning, data processing, inservice education programs, instructional media centers, legal and advisory services to boards, and coordination of programs with other agencies.

The organization recommended in the study would develop a three-echelon system in Ohio. All operating districts would be called administrative districts. There would no longer be local, exempted village, city, or county districts. Some of the administrative districts would have comprehensive programs and others would have limited programs. At the next level would be the Area Educational District. It would be an intermediate unit. It would provide some specialized services to all districts but would furnish additional services to those administrative districts that had limited programs. At the top level would be the State Board of Education.

This model would be similar to what had developed in some other states. Pennsylvania had an intermediate unit based on a one hundred thousand pupil service center and New York had developed an intermediate unit based on a one hundred twenty-five thousand pupil base. The state of Iowa was divided into sixteen regional districts and Nebraska had nineteen multi-county units.

The administrative districts would continue to have an elected board of education. The Area Educational District (AED) would be governed by an appointed board. The report also offered the option of having the AED board elected by the public. The county school district would be replaced by the Area Educational District.

The report recommended that the One-hundred-seventh General Assembly make the master plan law and "provide the necessary finances to develop and implement plans for the organization and administration of the school districts as proposed. . . ." It further recommended that the State Board of Education submit a report to the One-hundred-eighth General Assembly on progress for the implementation of the master plan. It also suggested that the State Board recommend supplemental legislation "which cannot be foreseen at

this time and which is considered to be essential with the development and implementation of the Master Plan." It stated that the plan should be implemented by the 1970-71 school year.

The Master Plan for School District Organization was transmitted to the State Board's committee on school district organization in November 1966, and was received by the State Board of Education in December 1966. The Ohio School Survey Commission had been informed of the progress of the master plan project staff on a regular basis. The commission published its report in January of 1967.

The commission's summary included the following recommendations under the topic of school district organization:

1. The state board of education should establish Area Education Centers.

The commission agreed that a center should consist of no fewer than thirty-five thousand pupils in average daily membership. It stated that the State Board should establish Area Educational Center boundaries for the entire state. Administration of the centers would be the responsibility of the State Board of Education. Present county boards of education would be eliminated. The state would pay eighty percent of the centers' costs and the school districts would pay the balance. The State Board of Education would appoint an advisory board for each center. (Representative Myrl Shoemaker, a commission member, dissented from the part of the recommendation that would abolish the county board of education.)

2. All school districts in Ohio should be known as "Administrative Districts."

The commission agreed that the eventual goal for an administrative district should be three thousand five hundred or more pupils in average daily membership. Local, exempted village, and city districts would all be referred to as administrative districts. (Commission members Senator Collins and Representative Shoemaker dissented from the recommendation.)

Under the topic "financing of education," the commission recommended that the State Board of Education establish quality standards for the entire state and estimate the cost of implementing those standards. It also stated that a reasonable level of local tax effort should be established for all districts. The state should contribute funds that, when added to the yield from the reasonable local effort, would be sufficient to assure a quality education for all children. School districts should retain the privilege of voting additional funds for public education. The commission also recommended that the divisor for calculating classroom unit support should be reduced below thirty. It concluded this section by stating that "other factors should be studied and upgraded to give substantially increased state aid for public education."

The commission also had some recommendations concerning levies and bond issues. It recommended that a district have at least ten voted mills for operating purposes in order to participate in the school foundation program. School districts would be given the authority to submit continuing levies without a time limit (until this time, levies were voted for a specific number of years). Extraordinary majority requirements for school levies and bond issues would be abolished, since some bond and operating levies not submitted at the general election required fifty-five and sixty percent affirmative votes. Finally, the recommendation was made that new school district operating levies should appear

on the ballot separately and distinctly from renewal operating levies.

The commission report provoked a storm of controversy. Many people believed that for the first time a truly businesslike set of recommendations had been made. They saw the elimination of many small districts and the creation of a fewer number of large districts as an efficient and economical move. The Area Educational Center held great promise as a means of making a wide range of sophisticated and technical services available to every school in the state regardless of the school's wealth. They also predicted a reduction in the total administrative costs of operating the schools.

Opponents of the concepts recommended in the commission report had a very vocal and emotional reaction to the report. They saw a loss in the schools' autonomy. It was easy to imagine their schools being controlled by people who lived miles away, sometimes in different counties. They believed that although bigger schools might be able to offer more and different courses, bigger did not equate with better. They pointed to the largest schools in the largest districts and challenged proponents to demonstrate that those schools were indeed better than the smaller ones that would be absorbed.

Citizens who were concerned with the cost of financing the public schools had mixed emotions about the report. They believed that some economies would result simply because of the larger sizes of the proposed districts. On the other hand, it appeared that over a period of years there would be an enormous infusion of money necessary to construct the facilities that were envisioned. Providing services through the Area Educational Center to every district that previously had been available only to the wealthier districts would also be an increased financial burden. This burden would fall on the state if the idea prevailed that the state should furnish eighty percent of the funding for the Area Educational Center.

Local school districts that had begun to receive expanded services from county boards of education wondered how those services would be delivered by an Area Educational Center. It was not difficult to imagine that in some parts of the state the operating district might be located fifty or more miles from the Area Educational Center. It was suggested by some that the centers might need to have satellite offices scattered over the region. Some critics suggested that it would be much simpler to leave the county office intact than to close it, open a regional center fifty miles away, and then open a satellite office where the county office used to be.

The legislature itself was divided on the issue. There certainly was no issue raised on either side of the question by any individual that did not ultimately find the ear of one or more legislators. Each side in the controversy found logical support for its position. In the final analysis, the reorganization aspects of the survey commission report were not enacted into law. Thus, the county board of education and county superintendent were under pressure to demonstrate that they could function as the intermediate unit in Ohio. The legislature ultimately supported the notion by a pattern of gradually increased funding to the county boards of education.

The Ohio School Survey Commission of 1965-66 was not successful in getting its school organization proposals enacted. On the other hand, the commission made important recommendations in the areas of school finance and tax levies and bond issues. The commission recognized that Ohio needed to substantially increase its support of public education. The legislature did act

to revise some of the foundation formula to increase state aid in the near term. Within the next four years a state income tax was approved and new monies did become available. The laws requiring more than a majority vote on some operating levies and bond issues were repealed, making it a little easier to pass issues—at least for a time.

Chapter XI

The Cooperative Years

The Ohio School Survey Commission and the State Board of Education Committee on the Master Plan for School District Organization were created in 1965. The reports of the commission and the committee were made in 1967. The controversy surrounding the reports continued into the seventies. This does not mean, however, that county boards of education spent that time in idleness while awaiting the resolution of the issue. On the contrary, the period was one of great activity for county boards of education and county staffs. Exciting cooperative efforts were being made between the county board of education and other educational agencies.

One of the significant partnerships that developed in the sixties was that of county boards of education and the Division of Vocational Education at the state Department of Education. At the State Board of Education meeting on June 11, 1962, the State Board promoted Byrl Shoemaker from supervisor of the trades and industries section to director of the Division of Vocational Education. Shoemaker proved to be an aggressive advocate of vocational education. Most large city school districts had a vocational or "trade" school and many rural districts had some vocational agriculture programs. The majority of high school students, however, had very limited access to vocational programs. Shoemaker had a vision of vocational education programs being available to every Ohio high school student who chose to enroll in one.

The statutes permitted the creation of a joint vocational school district by two or more school districts. A county board of education had the authority to conduct a study to determine the need for a joint vocational district and to develop a plan for the creation of a joint vocational school district covering the territory of two or more districts within the county. On October 7, 1963, the legislature enacted a law and amended several other statutes that gave county boards of education much broader authority in planning joint vocational school districts. County boards could now create vocational school districts consisting of territory in two or more counties. County board members were given the authority to represent the local districts on joint vocational boards of education. A county board of education could actually be the joint vocational school board of education if only local districts from that county were in the joint district. County boards of education had been given the authority to expend money for educational studies and surveys in 1957. All the pieces were in place to enable county boards of education to be major players in establishing joint vocational school districts in Ohio.

The combined efforts of the Division of Vocational Education and county superintendents resulted in the promotion of vocational education all over the state of Ohio. County superintendents initiated surveys and studies in their jurisdictions. They held meetings with local boards of education and citizens'

groups to explain what could be done to provide vocational education. Proposals to establish joint vocational school districts were developed. This was usually followed by another round of meetings with local boards of education explaining how the proposal would affect their district and the additional opportunities it would provide their children.

County superintendents encouraged local as well as smaller city and exempted village boards to adopt resolutions of intent to become members of the proposed joint vocational school districts. Often this was hard to accomplish for the obvious reason that people were dealing with an unknown. No one had ever seen a joint vocational school before, so it was difficult to visualize such a thing. There were some difficult questions: How would the academic subjects be handled, and how would transportation be arranged? What would the programs be like? Who would determine which pupils could attend the joint vocational school? On what criteria would these decisions be made?

In addition to the many questions, there were also fears associated with this new concept. Many local board members feared the loss of foundation program monies because of a reduced pupil base. Teachers feared the loss of some positions because of reduction in the number of juniors and seniors attending the home school. Parents were wary of sending their children farther away from home to be in a program that did not yet exist and which they could not evaluate.

County superintendents faced the challenge of dealing with the questions and fears that surfaced. Personnel from the Division of Vocational Education provided helpful assistance. Additional impetus was given to the movement when more stringent standards for vocational education were adopted by the State Board of Education. These standards required all districts to provide vocational education for their students through approved programs offered at the school, a cooperative arrangement with other districts, or through membership in a joint vocational school district. In order to prevent a proliferation of limited programs that might demonstrate superficial compliance, the standards required that every student have access to a variety of approved programs.

The entire process, from initiating a survey through establishing a joint vocational school district, took months, and sometimes years, in some areas. It took additional time to get levies passed and buildings constructed in these new districts. In many cases the county superintendent assumed the collateral duty of vocational school district superintendent after the district was established. Some county superintendents continued in this role until the joint vocational school became operational. At that point another person was appointed superintendent either of the joint vocational school or the county office. In a few cases, a single person held both positions for years.

Within a relatively few years, nearly fifty joint vocational school districts were formed in Ohio. Ohio gained national attention and recognition for its efforts in putting vocational education within the grasp of every student who chose to enroll. This achievement was the result in large measure of a collaborative effort of the Division of Vocational Education, under Shoemaker, and the superintendents of county school districts.

The second cooperative effort that had a substantial impact on education beginning in the sixties was one between the Department of Education's Division of Special Education and county boards of education. Mention was made earlier of the unit funding that was made available for supervisory positions beginning in 1956. Units for child study or school psychology were also made available

at about the same time. In succeeding General Assembly biennial budgets, additional units were funded for staffing special education classes. Following this was an increase in the number of supervisory units available for special education programs.

The director of Special Education, Raymond Horn, had authored additional and more stringent standards for the State Board of Education to consider. These were adopted in 1962. The new standards included some areas of handicap that had not been addressed earlier. Paid internships for school psychologists were added. Reimbursements for transportation of handicapped were also included. Horn reorganized the Division of Special Education at about the same time.

County boards of education soon began to act as facilitators in gaining special education units for their counties. They arranged for cooperative ventures where one district would provide housing for a unit and other districts would send pupils to the unit. This worked especially well in the low incidence handicap area. In some cases the unit was funded directly to the county board of education and the county board actually appointed the teacher and managed the unit. In either event, the county superintendent and staff became increasingly involved in the extension of programs to the handicapped students in their counties.

In 1965 Congress enacted the Elementary and Secondary Education Act. Among other items, the law provided money through the U.S. Office of Education to strengthen state departments of education. The additional funding had a salutary effect on the Ohio Department of Education. The Division of Special Education was able to add some staff members in specialized areas. Money was allotted for training teachers in summer and yearlong institutes. Prospective supervisory personnel were given training in a variety of handicap areas.

During the same period of time that vocational education was expanding, special education was also expanding. The increased activity in special education resulted ultimately in the establishment of two new kinds of centers to enhance the delivery of services to special students. In 1969 federal discretionary funds were used to create eight Instructional Materials Centers (IMC) and nine Program Planning and Development Centers (PPDC) around the state. The goal of the IMC was "to develop and/or provide materials for special educators in order to improve the quality of special education programs and services within their regions." The PPDC was "to assist the local school districts by coordinating special education resources and by planning for expanded programs and services within their regions." It soon became apparent that combining these two entities would be economically efficient and educationally effective. The merger resulted in the establishment of the Special Education Regional Resource Center (SERRC). The SERRC became "the organizational structure for multidistrict special education services provided at the regional level." By 1974 there were a total of sixteen SERRCs covering all regions of the state. County boards of education continued to support the expansion of special education programs in cooperation with the Division of Special Education and the Special Education Regional Resource Centers.

Until about the time the SERRCs were established, county boards of education did not enjoy fiscal autonomy. By law, the county superintendent was clerk of the county board of education. However, the county auditor prepared drafts for payments from the county board of education fund as authorized by the county board. The county board of education fund was held by the

county treasurer. It was apparent to the legislature that the county board of education was becoming a much larger entity than it had been a decade earlier. It was responsible for much larger sums of money and the number of monthly transactions had increased substantially. Thus county boards of education were given the option of remaining with the county auditor, or declaring themselves their own fiscal agents and appointing a separate treasurer.

A number of county boards of education became independent fiscal agents for SERRCs and other regional programs. They also served as fiscal agents for cooperative programs involving not only the local districts but other districts in the county as well. Some county boards were awarded so many units for special education classes and supervisory positions that the largest portion of their total budgets was for special education funding. New standards for the transportation of handicapped students resulted in additional monies being made available to districts. County boards of education became involved in transportation for the first time. Some county boards simply created a transportation system using a pool of vehicles and drivers supplied by individual districts. The county served as fiscal agent, received the state reimbursement, and apportioned it to those districts that had actually performed the services. Other counties actually bought buses, hired drivers, and operated the entire transportation system for handicapped children.

Cooperative efforts between county boards of education and the Division of Special Education helped create the rapid growth that occurred in special education programs. Between 1960 and 1970 the number of children served in special education programs increased from approximately eighty-one thousand to more than two hundred thirty thousand. The involvement and leadership of county superintendents helped to promote the multidistrict cooperation that was essential to achieving the goal of providing appropriate services to each handicapped pupil.

The third major area of cooperation in which county boards of education played a significant role was data processing. A few large school districts had installed computers in the early sixties. The cost of equipment and software, together with the shortage of technical personnel, put electronic data processing out of the reach of all but a few districts. But the potential of computers as a management and administrative tool was recognized widely in the educational community.

The State Board of Education commissioned the Battelle Memorial Institute to do a series of task reports on particular topics in 1967-68, one of which was on data processing. The report was entitled "Regional Data Processing Centers in Ohio." The report concluded that "regional data processing centers should be established because of the potential cost saving through the joint use of hardware and software." The report envisioned twelve regional data processing centers each with a staff of about eighteen people. A central staff would consist of twenty-four people. "The regional data processing centers should be established under the local control of the region. When regional operations have been formalized, management of regional data processing centers should become an Ohio Department of Education function." The report saw no need "for remote terminals and communication links." Finally, the report stated that "school districts with less than 1500 students in average daily membership have no significant data processing needs. Therefore, these districts should not materially affect regional planning operations." Since half of the school districts in the state had

fewer than fifteen hundred students, half of the districts would have been ignored as far as providing data processing services was concerned.

Governor James Rhodes signed an executive order on February 20, 1967, establishing a "Council for the Reorganization of Ohio State Government," commonly called the "Little Hoover Commission." The council was directed by the governor to "make such studies as it may consider necessary of the business administration of our public schools and, upon completion of its work, to report to me its findings and recommendations." One section of the report addressed the problem of data processing. The council recommended that the state Department of Education form a research and development center in educational data processing. It recommended that legislation should be enacted to "permit the formation of cooperative ventures in data processing." It suggested having area centers with a population base of at least sixty thousand students. It also suggested that school districts investigate the possibility of arranging to buy time on the data processing equipment of industries, businesses, colleges, and municipal governments. This would give the school "access to more sophisticated equipment than it could justify in an individual installation."

Neither of the studies had an immediate influence on the direction of data processing in Ohio schools. School districts either bought or leased whatever equipment they could afford, or they contracted with service bureaus to do specific kinds of jobs for them. Some schools that had their own equipment acted as service bureaus for other school districts. They were able to recover their own programming costs more quickly, and they kept their equipment and staff busy during what might have been idle time.

By the end of the sixties and the early seventies a few regional computer centers had been established. These were independent operations that developed through a mutual interest in a specific locality. There was little or no communication among the centers because there was little or no uniformity in type of equipment or software that was being used. One of the largest was located in and managed by the Hamilton County Board of Education.

In 1976 the auditor of the state of Ohio introduced the new Uniform School Accounting System (USAS). The new system replaced an older, simpler system that could provide administrators with the kind of information that would help them make good management decisions. The new system would make it possible to determine specific costs of various programs and operations. It became apparent very quickly that in order to derive the potential benefit of the new system, computer technology should be used. Fortunately, by the middle-seventies, technological advances in computer hardware, software, and remote communications equipment had brought the cost of computers and ancillary equipment to more reasonable levels. Remarkable progress continued as the computer industry outdid itself in terms of research and development.

In June of 1979 the One-hundred-thirteenth General Assembly enacted legislation that in effect established the Ohio Education Computer Network (OECN). Rather than carve the state up into arbitrary districts, school systems were encouraged to voluntarily organize into cooperative ventures. The typical arrangement was to establish an "A" site which houses and operates the computers and appoints the staff. Services were then provided through state-of-the-art communications equipment to the individual districts identified as "C" sites. Each "C" site had access to modern equipment through its terminals, but had no need to hire technical personnel to participate in the system. Funding for the OECN

was provided through general fund subsidy and user fees paid by "C" sites. The development of the network was encouraged and supervised by William L. Phillis, assistant superintendent of public instruction, and Harry Wolford, director of the Division of Computer Services and Statistical Reports.

Almost immediately after enactment of the enabling legislation, 7 "A" sites serving 57 "C" sites became operational. Most of these were located at county boards of education that were already providing computer services to their local districts. Within four years there were a total of 27 "A" sites providing services to 559 "C" sites. More than half of these "A" sites are located at county boards of education. Those districts with fewer than 1,500 students that would have been ignored in the regional concept of a decade earlier were given the opportunity to have access to the latest computer technology at a reasonable cost through the Ohio Educational Computer Network. More importantly, the "C" sites had many more options than the USAS. Many of the "A" sites provided pupil scheduling, grade reporting, attendance reporting, word processing, instructional management systems, and guidance information systems.

The OECN was so successful that it has brought national recognition to Ohio, just as did Ohio's earlier efforts in special and vocational education. County superintendents and county boards of education were in the forefront in the organization of the OECN just as they were in the expansion of special education programs and vocational education programs. The period from the middle-sixties to the middle-eighties marked two decades of cooperation for educational progress on the part of county boards of education. The net result was that pupils in small and relatively poor districts were given opportunities equal to those of all other students in Ohio schools.

Chapter XII

The Vital Learning Link

County boards of education have never been without their critics. At the very beginning in 1914 there were people who viewed the establishment of county boards of education as simply adding another layer of bureaucracy. Within a year after the county superintendent's position was established, the state legislature allowed county boards to add supervision to the superintendent's job description. This had the effect of eliminating one district superintendent's position. A few years later the legislature withdrew salary support for district superintendents. This virtually terminated classroom supervision, which was a primary purpose for establishing county boards of education.

It was difficult for many people to understand why there should be a board of education and a superintendent for a district which operated no schools. Critics argued that the institution was redundant and an unnecessary expenditure of tax money. Supporters of county boards argued that the county board of education was in reality the central administration for local school districts in the same way that city districts had a central administration for the school buildings in its district. Every time there has been a statewide fiscal emergency, there have been citizens who believed that abolishing the county board of education would help solve the money problem. Others have pointed out that if there were no county office something similar to it would have to be invented in order to provide the services that county offices offer. In fact, most services become less expensive when districts band together in a cooperative venture. Many small districts would simply have to do without some county-office services.

The Purdy report of 1966 recommended replacing the county board of education with the Area Educational Center. The Little Hoover Commission report of 1967 stated that the original purposes of the county school districts were to "establish larger and more efficient local school districts and thus reduce the 2,594 then existing districts, provide every child of school age with properly supervised schools, [and to] serve as an intermediate unit between the state and school districts in compiling vital statistics and disseminating information."

The report concluded that "the county school districts have evolved beyond these basic purposes. Today they function as a resource or service center to local districts. As a result, they are involved in teacher and local district superintendent recruitment, book adoption, data processing services, instruction manual preparation and the direction of supervisory teachers, attendance officers, special teachers and the like. County superintendents have performed an important role in developing and encouraging reorganization of local school districts."

The report observed that "county superintendents and county boards

throughout the state vary widely in their level of activity with the local districts. Many county systems provide valuable services for the local districts, yet others are obviously less effective. The role of the county district is largely dependent on the personality, leadership, and aggressiveness of individual county superintendents. Unfortunately, the very nature of the county district as well as the legal structure limits its services to local districts. Over half of the city or exempted village districts have less than 3,500 pupils, but do not receive any administrative assistance similar to the local districts." The report then agreed with the Purdy master plan that county districts should be discontinued and Area Educational Districts established to serve all school districts in its area. The report stated that it would cost more money to fund the Area Educational Districts, but that more districts would benefit from the services provided.

The Ohio County Superintendents Association was well aware of the continuing criticism that surrounded the county board of education. In 1977 the association published a brochure describing the mission of the county office of education. It was an attempt to clarify the role that county boards of education play in the delivery of educational services. The brochure listed the main services provided by nearly every county office. A new logo was designed bearing the slogan "Ohio's Vital Learning Link." The project was chaired by Roy Schmunk, superintendent of Clark County Schools. The publication has been expanded and updated periodically since its first appearance.

The association also realized that county boards of education were the only ones that were not chartered by the State Board of Education. All schools were subject to minimum standards adopted by the State Board of Education. There were no standards, however, for county offices.

In 1979 Schmunk chaired a committee of county superintendents that drafted a set of standards for county boards of education. These standards were reviewed by the membership of the Ohio County Superintendents Association. The standards did not have the force of administrative law, but rather were voluntary in nature. The standards were adopted at the fall conference of the association on September 14, 1979.

The standards of the association were accompanied by evaluative criteria that helped measure the degree to which a county office was in compliance with each standard. The process included a self-evaluation by the county board staff. This was to be followed by an evaluation by a visiting team and a written report submitted to the county board of education. Chairpersons of the visiting teams were encouraged to invite members of the team from all classifications of school districts so that it did not appear to be a self-serving exercise. The model was similar to the evaluation process followed by the regional accrediting agencies.

County boards of education were encouraged to submit to the voluntary evaluation. It was the association's belief that for the first time, the county offices had an objective list of expectations in print. County boards of education could benefit from the commendations and recommendations of the visiting team. It would enhance the perception of outsiders to see what the county office was accomplishing. Many county offices did participate in the process, and results were generally gratifying both to the staff of the county board and the board of education itself.

A much more concrete plan was developed nearly a decade later. On

March 1, 1988, Governor Richard Celeste signed Substitute House Bill 302 which enacted Section 3301.0712 of the Ohio Revised Code. The law stated:

> The state board of education shall adopt minimum standards under which each board of education of a county district shall develop a plan of service to school districts within the county. The standards shall require that the plan of service include, but need not be limited to, provisions that ensure:
>
> 1. the maximum involvement of boards of education of local school districts in all aspects of the service plan;
> 2. adequate and well-maintained physical facilities for the offices of the county board;
> 3. fiscal monitoring of the local districts by the county board;
> 4. the availability of qualified staff in sufficient numbers to implement the service plan;
> 5. supervision and evaluation of classroom activities in the local districts;
> 6. the availability of in-service and continuing education programs for all local and county district personnel;
> 7. the offering of specified curriculum services to the local districts;
> 8. the development of research and development programs;
> 9. regular and continuing communication among the county board, local districts, and the community;
> 10. continuing planning for the maximum utilization of existing school buildings and the development of new facilities;
> 11. monitoring and enforcement of the compulsory attendance law;
> 12. accurate recordkeeping in the local district schools;
> 13. assistance to local districts in the provision of special accommodations and classes for handicapped students."

The statute requires the county board to submit its service plan to the State Board of Education within one hundred eighty days of the effective date of the standards. The state board is then required to approve the service plan if it meets the standards and to issue a charter to the county district.

The law also requires the State Board to conduct an evaluation of the county board and the services it provides every five years. The "evaluation shall include recommendations and shall be discussed in a public meeting held by the superintendent of the county district within thirty days of receipt of the evaluation report." The county superintendent must submit a plan for correcting any violation within ninety days of receipt of the evaluation report. Failure to submit an approvable service plan or failure to submit a plan to correct violations shall result in the State Board of Education's revoking the charter of the county board. The State Board may dissolve the county district and transfer its territory to one or more adjacent county districts. However, the State Board may not divide the territory of a local district between two or more adjacent county districts.

The legislation recognizes the potential of the county board of education to provide a variety of services on a cost-effective basis. It places the county board on a par with other school districts in that it grants charters to districts that are in compliance with standards. It challenges county boards to reach their full potential in terms of services provided to local districts. Finally, it recognizes that the county board of education is the "vital learning link."

Chapter XIII

A Proud Heritage

The 1988-89 academic year marks the seventy-fifth year of operation of county school districts in Ohio. An anniversary year seems an appropriate time to reflect on accomplishments and achievements. It is also a time to attempt to envision what the institution should be in the future.

The first significant legislation dealing with the public schools was passed in 1821. This law provided for the establishment of school districts within townships. A law passed in 1825 gave the township the responsibility to support the public schools in the township. In 1838 laws were passed which designated the township clerk as ex-officio township superintendent of schools. The county auditor was given duties that caused that office to function in part as a county school superintendent. The law also established the position of State Superintendent of Common Schools.

Samuel Lewis was appointed first State Superintendent of Common Schools. After three years in the position, he concluded that if the state really wanted to elevate the schools to a proper standard, there must be appointed in each county one person whose function it would be to attend to school duties. Seventy-five years later his vision became a reality.

County boards of education were established in 1914 in response to strong recommendations from the Ohio State School Survey Commission. One major responsibility given to county boards of education was to reorganize rural and village districts through consolidation and centralization, and thereby reduce the number of districts and one-room schools. The 2,595 rural, village, and special districts that existed in 1914 became 1,765 in 1935, 1,049 in 1955, and 375 in 1985. The reduction in the number of one-room schools in rural districts was even more dramatic. The number of one-room schools shrank from about nine thousand four hundred in 1914 to about five thousand five hundred in 1925, and to less than two thousand eight hundred in 1935. The efforts of county superintendents and county boards of education in these reductions is a matter of record.

A second responsibility given to county boards was that of teacher supervision. At the time county boards were established, the typical rural teacher had no academic training beyond high school. The only professional training was what the teacher received in five-day teacher institutes or occasional summer classes. The quality and quantity of those new supervisory services had an enormous positive impact on instruction of that day, as documented in literature of the time. County boards met this responsibility as long as they were funded to do so. Unfortunately, the state withdrew its financial support after a few years. Local districts that were having difficulty paying teachers simply did not

want to pay the additional cost of supervision. County districts had no taxing authority and were dependent on funds from either the state or local districts.

The county boards' third responsibility was to act as a liaison between the local districts and the Department of Education. Prior to the creation of the county superintendency, county auditors were responsible for sending certain statistical and fiscal information to the Department. After county superintendents began to function, they assumed this responsibility. For the first time in Ohio's history, every school district had a professional educator to form the link between the local school and the Department of Education.

When supervisory units began to be funded again in 1956, county boards of education were in the forefront of the movement. They were aggressive about getting supervisory units for special education programs when those funds became available. They arranged cooperative programs between districts to establish classes for handicapped children. They were very effective in helping the Division of Special Education extend education to every handicapped person that could be identified. The role of county superintendents in the implementation of vocational education is also a matter of record.

County superintendents did not limit their activities to staffing the units that became available to them. They were creative in developing a variety of cooperative programs. They established cooperative purchasing programs which saved local districts significant amounts of money. They used this experience to go into other areas, such as the cooperative purchase of liability insurance. An area that has saved local districts millions of dollars is the cooperative health insurance consortium where districts participate in a minimum premium or partially self-funded program.

County superintendents have been involved in innumerable areas of administration and perform many services. The Department of Education periodically publishes a document entitled *The Role of the County Office of Education in Ohio*. Each county office is surveyed as to the services that are being provided. A separate listing is made for each county. The publication typically requires three pages to simply list the services that are provided in an individual county. Many of these are services that have been initiated by the county without any legislative mandate or State Board directive. This publication answers the frequently asked question, "What does the county office do?" The answer might be stated, "What doesn't the county office do!"

Individual county superintendents have been recognized over the years for their administrative and professional abilities. Four county superintendents later became Superintendents of Public Instruction. Vernon Riegel served as the first superintendent of Marion County. In 1917 he became assistant superintendent of public instruction and served as Superintendent of Public Instruction from 1920-27. E. N. Dietrich served as superintendent of Pike County from 1914-17. He also served both as assistant and Superintendent of Public Instruction. Kenneth Ray served as superintendent of Athens County from 1933 to 1938. He was Superintendent of Public Instruction from 1941 to 1945. R. M. Eyman was superintendent of Fairfield County from 1928 to 1945. He was assistant superintendent of public instruction from 1945 to 1954, then served as Superintendent of Public Instruction until 1957. It is also noteworthy that two former state commissioners of common schools became county superintendents in 1914. John W. Zeller served as Lucas County superintendent from 1914 to 1915 and C. C. Miller served as Fairfield County superintendent

from 1914 to 1919.

Six former county superintendents have served as assistant superintendents of public instruction. These include former Butler County superintendent Joseph W. Fichter, who was assistant from 1931 to 1935; Brown County superintendent Dick Smith, who was assistant from 1937 to 1941; and Jefferson County superintendent Delbert Woodford, who was assistant from 1941 to 1945. Three former county superintendents have been appointed assistants since the State Board of Education was established. These include former Montgomery County superintendent M. Byron Morton, Franklin County superintendent Thomas J. Quick, and former Columbiana County superintendent William L. Phillis. Phillis has been very effective in identifying common goals for the county superintendents and organizing them to achieve those goals, as shown by the success of the Ohio Education Computer Network.

Five county superintendents have been elected by their peers to serve as president of the Buckeye Association of School Administrators. These include Dallas E. Gardner of Wood County, Harold Daup of Richland County, Robert P. Shreve of Mahoning County, Richard E. Maxwell of Holmes County, and Bradley E. Cox of Hancock County. Two former county superintendents from Stark County served as national president of the Rural Education Association, T. C. Knapp and Raymond G. Drage. June Gabler, former superintendent of Lucas County, later became president of the American Association of School Administrators.

The county board of education has often been a center of controversy and an object of criticism. On the other hand, the accomplishments and achievements that are the result of the efforts of county superintendents and county boards of education have helped to make significant advancements in education in Ohio over the past seventy-five years.

Chapter XIV

A Promising Future

The educational history of Ohio shows a recurring theme. Each time a significant problem arose, the people began to demand a solution. Frequently this resulted in a survey or study being conducted. The outcome of the study was usually a number of recommendations that would have a positive influence on public education. The General Assembly typically received the recommendations and set about to enact legislation to address the problem. When the people showed concern for an educational problem, the result was an attempt to address and solve the problem.

Samuel Lewis, first Superintendent of Common Schools for Ohio, had a unique ability to arouse public interest in free public schools. He wrote that one of the great difficulties to overcome in providing free public education for all children was the "impatience of the public." As a result of his work, the General Assembly passed legislation to impose a small statewide tax to benefit public schools. It also gave authority to townships not only to collect taxes for operating purposes, but to borrow money to construct school buildings.

When it became apparent to the people that the quality of education in Ohio was not on the level of other industrial states, Governor Cox encouraged the General Assembly to establish a school survey commission. The result of the study was "The New School Code." These laws included the establishment of a county board of education to ensure that every youngster in Ohio could attend a properly supervised school.

The growth in school enrollments in the twenties coupled with the economic depression of the thirties plunged the schools into a financial crisis. The survey commission appointed at that time recommended imposing a state tax to increase the state's share of funding for public education. It also recommended a new plan for distributing state monies as a way of equalizing educational opportunity for school children. The result of the study was the enactment of the "School Foundation Program Law" and the retail sales tax.

The population explosion after World War II and the resulting financial and organizational problems that affected the schools resulted in the formation of the school survey committee of 1953. This committee recommended that all districts should be required to operate a twelve-year program or be consolidated. It recommended that high schools should have a minimum enrollment of two hundred forty pupils. It suggested that county boards of education should be organized to provide service functions as well as administrative functions. It also recommended that Ohio should have an elected State Board of Education. Both of these recommendations soon found their way into law or state standards.

Another school survey commission was established in 1965 to respond to problems of school funding, the organization of school districts, and the

improvement of special and vocational education. The commission's recommendation on establishing a network of Area Educational Centers never materialized. Its recommendations on expanding vocational and special education were followed and laws were amended to help school districts pass levies. The recommendations for increased funding were not immediately realized, but the stage was set for the state income tax which was initiated within a few years.

The schools of Ohio have been sensitive to the interests and concerns of the public over the years. The numerous surveys and studies that have been conducted from time to time have resulted in improvements in the educational programs of the state.

Franklin B. Walter succeeded Martin Essex as Superintendent of Public Instruction in 1977. Walter was keenly aware of the importance of public input in developing public policy. Therefore, he continued and greatly expanded the practice of establishing state advisory councils. These councils and committees give suggestions to the Department of Education for implementing new programs and improving existing ones.

In 1988 the General Assembly enacted Section 3301.0712, which required the State Board to establish minimum standards for county boards of education. The law requires the county board of education to develop a plan of service to the local districts in the county and further requires "the maximum involvement of boards of education of local districts in all aspects of the service plan."

The law demonstrates two significant points. First, it recognizes the importance of "maximum involvement." The lessons learned from public input are embedded in the statute that governs the chartering of county boards of education. This is not to say that county boards have not consulted with local districts in the past, because many have done so. The statute simply formalizes the procedure and thus assures a cooperative approach.

The second significant point is that the county board is recognized as an important provider of services to school districts within its jurisdiction. Suggestions for other models have been made through the years. At one point the recommendation was made that Ohio reorganize with the county being the basic unit in school district organization. At the other extreme, the recommendation was made that the county board of education be abolished and Area Educational Centers be established as intermediate units. Neither of these proposals came to fruition. The current legislation affirms the county office of education as the recognized provider of a variety of services to local school districts. The capstone of this affirmation is the intent to charter county school districts.

Franklin B. Walter has served as the chief state school officer in Ohio for a longer period than any of his predecessors. In a statement in the brochure "Ohio's Vital Learning Link," published by the Ohio County Superintendents Association, Walter stated, "Ohio's county offices of education have been leaders in the movement toward educational excellence in our state. Through cooperative planning, purchasing and coordination of effort, the county offices provide cost-effective assistance to local districts and other schools or districts through a wide range of services which utilize new technologies and highly trained personnel. The resulting improved educational programs benefit students, parents, communities, and the state."

Ohio's county boards of education have had an interesting and productive history. In their seventy-fifth anniversary year, they have been given new impetus to propel them into an even more promising future.

Appendix A

Sections of General Code Comprising the "New School Code" of 1914

[House Bill No. 13.]

AN ACT

To amend sections 4679, 4682-1, 4683, 4684, 4685, 4687, 4688, 4689, 4690, 4692, 4696, 4712, 4714, 4715, 4726, 4727, 4728 to 4744 inclusive, 4747, 5653, 7705, 7706, 7730, 7731, to add supplementary sections 4688-1, 4688-2, 4728-1, 4740-1, 4747-1, 4744-1 to 4744-6 inclusive, 7706-1, 7706-2, 7706-3, 7706-4, 7706-5, 7730-1, and to repeal sections 4713, 4716, 4717 to 4725 inclusive of the General Code, relating to the supervision of rural and village schools.

Be it enacted by the General Assembly of the State of Ohio:

SECTION 1. That sections 4679, 4682-1, 4683, 4684, 4685, 4687, 4688, 4689, 4690, 4692, 4696, 4712, 4714, 4715, 4726, 4727, 4728 to 4744 inclusive, 4747, 5653, 7705, 7706, 7730 and 7731 be amended and that supplementary sections 4688-1, 4688-2, 4728-1, 4735-1, 4735-2, 4744-1 to 4744-6 inclusive, 4747-1, 7706-1, 7706-2, 7706-3, 7706-4 and 7706-5 of the General Code be added to read as follows:

School districts classified.

Sec. 4679. The school districts of the state shall be styled, respectively, city school districts, village school districts, rural school districts and county school districts.

When and how village school district may dissolve and join rural district.

Sec. 4682-1. A village school district containing a population of less than fifteen hundred may vote at any general or special election to dissolve and join any contiguous rural district. After approval by the county board such proposition shall be submitted to the electors by the village board of education on the petition of one-fourth of the electors of such village school district or the village board may submit the proposition on its own motion and the result shall be determined by a majority vote of such electors.

Title passes to rural district board of education.

Sec. 4683. When a village school district is dissolved, the territory formerly constituting such village district shall become a part of the contiguous rural district which it votes to join in accordance with section 4682-1, and all school property shall pass to and become vested in the board of education of such rural school district.

County school district defined.

Sec. 4684. Each county, exclusive of the territory embraced in any city school district and the territory in any village school district exempted from the supervision of the county board of education by the provisions of sections 4688 and 4688-1, and territory detached for school purposes, and including the territory attached to it for school purposes, shall constitute a county school district. In each case where any village or rural school district is situated in more than one county such district shall become a part of the county school district in which the greatest part of the territory of such village or rural district is situated.

Territory must be contiguous.

Sec. 4685. The territory included within the boundaries of a city, village or rural school district shall be contiguous except where an island or islands form an integral part of the district.

School district in newly created village.

Sec. 4687. Upon the creation of a village, it shall thereby become a village school district, as herein provided, and, if the territory of such village previous to its creation was included within the boundaries of a rural school district and such rural school district included more territory than is included within the village, such territory shall thereby be attached to such village school district for school purposes, provided such territory has an area of less than sixteen square miles.

What village districts may become exempt from supervision of county board.

Sec. 4688. The board of education of any village school district containing a village which according to the last federal census had a population of three thousand or more, may decide by a majority vote of the full membership thereof not to become a part of the county school district. Such village district by notifying the county board of education of such decision before the third Saturday of July, 1914, shall be exempt from the supervision of the board.

When a census of the population of village district may be taken.

Sec. 4688-1. The board of education of a village school district shall upon the petition of one hundred or more electors of such district, or upon its own motion may at any time order a census to be taken of the population of such district. One or more persons may be appointed by the board to take such census. Each person so appointed shall take an oath or affirmation to take such census accurately and to the best of his ability. He shall make his return under oath to the clerk of the board, and certified copies of such return shall be sent to the county auditor and superintendent of public instruction. If the census shows a population of three thousand or more in the village school district, and such census is approved by the superintendent of public instruction, such district shall, upon notification by the board of education of such village school district, be exempted from the supervision of the county board of education.

Village district exempt from county supervision ineligible to certain state aid.

Sec. 4688-2. All village school districts which are exempted from the supervision of the county board of education as provided in sections 4688 and 4688-1 are thereby rendered ineligible to receive state aid for purposes of supervision and teachers training courses and for the grading of schools as provided in section 7655-5 of the General Code.

Disposal of property in such cases.

Sec. 4689. The provisions of law relating to the power to settle claims, dispose of property or levy and collect taxes to pay existing obligations of a village that has surrendered its corporate powers, shall also apply to such village school district and the board of education thereof.

Title to property when territory annexed to city or village.

Sec. 4690. When territory is annexed to a city or village, such territory thereby becomes a part of the city or village school district, and the legal title to school property in such territory for school purposes shall remain vested in the board of education of the school district from which such territory was detached, until such time as may be agreed

upon by the several boards of education when such property may be transferred by warranty deed.

Transfer of territory from one school district to another.

Sec. 4692. Part of any county school district may be transferred to an adjoining county school district or city or village school districts by the mutual consent of the boards of education having control of such districts. To secure such consent, it shall be necessary for each of the boards to pass a resolution indicating the action taken and definitely describing the territory to be transferred. The passage of such a resolution shall require a majority vote of the full membership of each board by yea and nay vote, and the vote of each member shall be entered on the records of such boards. Such transfer shall not take effect until a map, showing the boundaries of the territory transferred, is placed upon the records of such boards and copies of the resolution certified to the president and clerk of each board together with a copy of such map are filed with the auditors of the counties in which such transferred territory is situated.

Apportionment of funds or indebtedness when territory is transferred.

Sec. 4696. When territory is transferred from one school district to another, the equitable division of funds or indebtedness shall be determined upon at the time of the transfer. When territory is transferred from one district to another by the annexation of territory to a city or village, the proper division of funds in the treasury, or in process of collection, of the board of education of the school district from which the territory is detached, shall, upon application to the probate court of the county in which such territory is situated by either board of education interested, be determined and ordered by such court. If such board of education is indebted, such indebtedness, together with the proper amount of money to be paid to such board by the board of education of the school district to which the territory is transferred, annexed, or of the district created, shall be in like manner determined and ordered by the court.

Board of education in rural school districts.

Sec. 4712. In rural school districts, the board of education shall consist of five members elected at large at the same time township officers are elected and in the manner provided by law, for a term of four years.

Assignment of electors in attached territory for school purposes.

Sec. 4714. Electors residing in a rural school district may vote for school officers and on all school questions at the proper voting place in the township in which such district is located. If the township is divided into different voting precincts, the board of education of such district shall assign the voters thereof to the proper precinct or precincts, and a map shall be prepared showing such assignment, which map shall be made a part of the records of the board. Electors may vote according to such assignment, but, if no assignment of territory is made, they shall vote, in the precinct nearest their residence.

Compensation of members of board.

Sec. 4715. Each member of the board of education of rural school districts, except such districts as contain less

than sixteen square miles, shall receive as compensation two dollars for each regular meeting actually attended by such member, but for not more than five meetings in any year. The compensation allowed members of the board shall be paid from the contingent fund.

Members of county board of education; election and qualifications.

Sec. 4728. Each county school district shall be under the supervision and control of a county board of education composed of five members who shall be elected by the presidents of the various village and rural boards of education in such county school district. Each district shall have one vote in the election of members of the county board of education except as is provided in section 4728-1. At least one member of the county board of education shall be a resident of a village school district if such district is located in the county school district and at least three members of such board shall be residents of rural school districts, but not more than one member of the county board of education shall reside in any one village or rural school district within the county school district.

How school districts shall cast vote for members of county board.

Sec. 4728-1. All school districts other than village and city school districts within a civil township shall be jointly entitled to one vote in the election of members of the county board of education. The presidents of the board of education of all such districts in a civil township shall meet for the purpose of choosing one from their number to cast the vote for members of the county board of education. If no such meeting is held in any year for the purpose of choosing one from their number to cast the vote of such boards, the president of the board having the largest tax valuation shall represent all such districts of the civil township at the election of the county board members. A board of education of a rural district having territory in two or more civil townships shall vote with the boards of education of the districts of the civil township in which the greater part of its taxable property is located.

When members of county board elected and term of office.

Sec. 4729. On the second Saturday in June, 1914, the presidents of the boards of education of the various village and rural school districts in each county school district shall meet and elect the five members of the county board of education, one for one year, one for two years, one for three years, one for four years and one for five years, and until their successors are elected and qualified. The terms of office of such members shall begin on the fifteenth of July, 1914, and each year thereafter on the third Saturday of January. Each year thereafter one member of the county board of education shall be elected in the same manner for a term of five years. The presidents of the various boards of education within the county school district shall be paid their necessary and actual expenses incurred while meeting for the purpose of electing members of the county board of education. Such expenses shall be allowed by the county auditor and paid out of the county treasury upon the order of the chairman and clerk of the meeting.

Call for meeting; notice, organization.

Sec. 4730. The county auditor of each county shall issue the call for the first meeting, giving at least ten days' notice of the place where such meeting will be held. The call for all future meetings shall be issued by the county superintendent. The meeting shall organize by electing a chairman and a clerk. The vote of a majority of the members present shall be necessary to elect each member of the county board. The members of the county board so elected, may or may not be members or officers of any village or rural board of education. The result of the election of members of the county board of education shall be certified to the county auditor by the chairman and clerk of the meeting.

Oath; vacancy.

Sec. 4731. Each member of the county board of education shall within ten days after receiving notice of his election, take an oath that he will perform faithfully the duties of his office. Such oath may be taken before any one authorized by law to administer oaths. If any person so elected shall fail to take such oath within the time prescribed,the office to which he was elected shall be considered vacant. Any vacancy on the board shall be filled in the same manner as is provided in section 4748 of the General Code.

Meetings of county board; organization; record of proceedings.

Sec. 4732. Each county board of education shall meet on the third Saturday of July, 1914, and on the third Saturday of March of each year thereafter, and shall organize by electing one of its members president, and another vice-president, both of whom shall serve for one year. A temporary secretary shall be chosen who shall act until a county superintendent has been elected and thereafter the county superintendent shall act as secretary of the board. The secretary shall keep a full record of the proceedings of the board, properly indexed, in a book provided for that purpose. Each motion, with the name of the person making it and the vote thereon, shall be entered on the record.

Regular meetings when and where held.

Sec. 4733. The regular meetings of the county board of education shall be held at the office of the county superintendent. At the time of the first meeting, the board shall fix the time for holding its regular meetings. Regular meetings shall be held at least every two months and when necessary other meetings may be held at the call of the president, or any two members. A majority of the board shall constitute a quorum at any regular or special meeting.

Payment of expenses.

Sec. 4734. Each member of the county board of education shall be paid his actual and necessary expenses incurred during his attendance upon any meeting of the board. Such expenses, and the expenses of the county superintendent, itemized and verified shall be paid from the county board of education fund upon vouchers signed by the president of the board.

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Existing districts remain until changed by county board. Officers continue until successors elected.

Sec. 4735. The present existing township and special school districts shall constitute rural school districts until changed by the county board of education, and all officers and members of boards of education of such existing districts shall continue to hold and exercise their respective offices and powers until their terms expire and until their successors are elected and qualified.

Procedure to dissolve rural district and join to another contiguous thereto.

Sec. 4735-1. When a petition signed by not less than one-fourth of the electors residing within the territory constituting a rural school district, praying that the rural district be dissolved and joined to a contiguous rural or village district, is presented to the board of education of such district; or when such board, by a majority vote of the full membership thereof, shall decide to submit the question to dissolve and join a contiguous rural or village district, the board shall fix the time of holding such election at a special or general election. The clerk of the board of such district shall notify the deputy state supervisors of elections, of the date of such election and the purposes thereof, and such deputy state supervisors shall provide therefor. The clerk of the board of education shall post notices thereof in five public places within the district. The result shall be determined by a majority vote of such electors.

Title to property vests in board of education to which it is joined.

Sec. 4735-2. The legal title of the property of the rural school district, in case such rural district is dissolved and joined to a rural or village district as provided in section 4735-1, shall become vested in the board of education of the rural or village school district to which such district is joined. The school fund of such dissolved rural district shall become a part of the fund of the rural or village school district which it voted to join. The dissolution of such district shall not be complete until the board of education of the district has provided for the payment of any indebtedness that may exist.

Powers and duties of county board.

Sec. 4736. The county board of education shall as soon as possible after organizing make a survey of its district. The board shall arrange the schools according to topography and population in order that they may be most easily accessible to pupils. To this end the county board shall have power by resolution at any regular or special meeting to change school district lines and transfer territory from one rural or village school district to another. A map designating such changes shall be entered on the records of the board and a copy of the resolution and map shall be filed with the county auditor. In changing boundary lines the board may proceed without regard to township lines and shall provide that adjoining rural districts are as nearly equal as possible in property valuation. In no case shall any rural district be created containing less than fifteen square miles. In changing boundary lines and other work of a like nature the county board shall ask the

assistance of the county surveyor and the latter is hereby required to give the services of his office at the formal request of the county board.

Question of centralization to be submitted to vote.

Sec. 4726. A rural board of education may submit the question of centralization, and, upon the petition of not less than one-fourth of the qualified electors of such rural district, or upon the order of the county board of education, must submit such question to the vote of the qualified electors of such rural district at a general election or a special election called for that purpose. If more votes are cast in favor of centralization than against it, at such election, such rural board of education shall proceed at once to the centralization of the schools of the rural district, and, if necessary, purchase a site or sites and erect a suitable building or buildings thereon. If, at such election, more votes are cast against the proposition of centralization than for it, the question shall not again be submitted to the electors of such rural district for a period of two years, except upon the petition of at least forty per cent. of the electors of such district.

Question of decentralization may be submitted after three years.

Sec. 4727. When the schools of a rural school district have been centralized such centralization shall not be discontinued within three years, and then only by petition and election, as provided in section 4726. If at such election more votes are cast against centralization than for it, the division into subdistricts as they existed prior to centralization shall thereby be re-established.

Date of organization; regular meetings.

Sec. 4747. The board of education of each city, village and rural school district shall organize on the first Monday of January after the election of members of such board. One member of the board shall be elected president, one as vice-president and a person who may or may not be a member of the board shall be elected clerk. The president and vice-president shall serve for a term of one year and the clerk for a term not to exceed two years. The board shall fix the time of holding its regular meeting.

Annual meeting of all members for discussion of school matters.

Sec. 4747-1. Once each year all the members of the boards of education of the various village and rural school districts within any county school district shall hold a meeting for the purpose of discussing matters relating to the schools of such county school district. The county superintendent shall arrange for the time and place of holding such meeting and shall also act as chairman.

Power of board to suspend a school. Conveyance of pupils.

Sec. 7730. The board of education of any rural or village school district may suspend any or all schools in such village or rural school district. Upon such suspension the board in such village school district may provide and in such rural school districts shall provide for the conveyance of the pupils attending such schools to a public school in the rural or village district, or to a public school in another district. When the average daily attendance of any school for the preceding year has been below twelve, such school shall be suspended and the

pupils transferred to such other school or schools as the local board may direct. No school of any rural district shall be suspended or abolished until after sixty days' notice has been given by the school board of such district. Such notice shall be posted in five conspicuous places within such village or rural school district.

When board shall provide transportation.

Sec. 7731. In all rural and village school districts where pupils live more than two miles from the nearest school the board of education shall provide transportation for such pupils to and from such school. The transportation for pupils living less than two miles from the school house, by the most direct public highway shall be optional with the board of education. When transportation of pupils is provided, the conveyance must pass within one-half mile of the respective residences of all pupils, except when such residences are situated more than one-half mile from the public road. When local boards of education neglect or refuse to provide transportation for pupils, the county board of education shall provide such transportation and the cost thereof shall be charged against the local school district.

Publication of minimum course of study by county board.

Sec. 4737. The county board of education shall publish with the advice of the county superintendent a minimum course of study which shall be a guide to local boards of education in prescribing the courses of study for the school under their control. The county board may publish different courses of study for village and rural school districts.

Division of county district into supervision districts.

Sec. 4738. The county board of education shall within thirty days after organizing divide the county school district into supervision districts, each to contain one or more village or rural school districts. The territory of such supervision districts shall be contiguous and compact. In the formation of the supervision districts consideration shall be given to the number of teachers employed, the amount of consolidation and centralization, the condition of the roads and general topography. The territory in the different districts shall be as nearly equal as practicable and the number of teachers employed in any one supervision district shall not be less than twenty nor more than sixty.

When county shall be redistricted.

The county board of education shall, upon application of three-fourths of the presidents of the village and rural district boards of the county, redistrict the county into supervision districts.

Election of district superintendent.

Sec. 4739. Each supervision district shall be under the direction of a district superintendent. Such district superintendent shall be elected by the presidents of the village and rural boards of education within such district, except that where such supervision district contains three or less rural or village school districts the boards of education of such school districts in joint session shall elect such superintendent. The district superintendent shall be employed upon the nomination of the county su-

perintendent but the board electing such district superintendent may by a majority vote elect a district superintendent not so nominated.

District which already employs a superintendent.

Sec. 4740. Any village or rural district or union of school districts for supervision purposes which already employs a superintendent and which officially certifies by the clerk or clerks of the board of education on or before July 20th, 1914, that it will employ a superintendent who gives at least one-half of his time in supervision, shall upon application to the county board of education be continued as a separate supervision district so long as the superintendent receives a salary of at least one thousand dollars and continues to give one-half of his time to supervision work. Such districts shall receive such portion of state aid for the payment of the salary of the district superintendent as is based on the ratio of the number of teachers employed to forty, multiplied by the fraction which represents that fraction of the regular school day which the superintendent gives to supervision. The county superintendent shall make no nomination of a district superintendent in such district until a vacancy in such superintendency occurs. After the first vacancy occurs in the superintendency of such a district all appointments shall be made on the nomination of the county superintendent in the manner provided in section 4739. A vacancy shall occur only when such superintendent resigns, dies or fails of re-election.

Nomination when vacancy occurs.

Any school district or districts, having less than twenty teachers, isolated from the remainder of the county school district by supervision districts provided for in this section shall be joined for supervision purposes to one or more of such supervision districts, but the superintendent or superintendents already employed in such supervision district or districts shall be in charge of the enlarged supervision district or districts until a vacancy occurs.

Term of district superintendent.

Sec. 4741. The first election of any district superintendent shall be for a term not longer than one year, thereafter he may be re-elected in the same district for a period not to exceed three years. Whenever for any cause in any district a superintendent has not been appointed by September first, the county board of education shall appoint such superintendent for a term of one year.

Meeting to elect successor to district superintendent.

Sec. 4742. Not less than sixty days before the expiration of the term of any district superintendent, the presidents of the boards of education within such supervision district, or in supervision districts which contain three or less village or rural districts, the boards of education of such districts shall meet and elect his successor. The president of the board in the village or rural district having the largest number of teachers shall issue the call giving at least ten days' notice of the time and place of meeting. He shall also act as chairman and certify the results of such meeting to the county board of education.

Compensation of district superintendent. Amount paid by the state.

Sec. 4743. The compensation of the district superintendent shall be fixed at the same time that the appointment is made and by the same authority which appoints him; such compensation shall be paid out of the county board of education fund on vouchers signed by the president of the county board. The salary of any district superintendent shall in no case be less than one thousand dollars per annum, half of which salary not to exceed seven hundred and fifty dollars shall be paid by the state and half by the supervision district, except where the number of teachers in any supervision district is less than forty in which case the amounts paid by the state shall be such proportion of half the salary as the ratio of the number of teachers employed is to forty. The half paid by the supervision district shall be pro-rated among the village and rural school districts in such district in proportion to the number of teachers employed in each district.

County superintendent; appointment, term, duties.

Sec. 4744. The county board of education at a regular meeting held not later than July 20th, shall appoint a county superintendent for a term not longer than three years commencing on the first day of August. Such county superintendent shall have the educational qualifications mentioned in section 4744-4. He shall be in all respects the executive officer of the county board of education, and shall attend all meetings with the privilege of discussion but not of voting.

Salary of county superintendent; how paid.

Sec. 4744-1. The salary of the county superintendent shall be fixed by the county board of education, to be not less than twelve hundred dollars per year, and shall be paid out of the county board of education fund on vouchers signed by the president of the county board. Half of such salary shall be paid by the state and the balance by the county school district. In no case shall the amount paid by the state be more than one thousand dollars. The county board may also allow the county superintendent a sum not to exceed three hundred dollars per annum for traveling expenses and clerical help. The half paid by the county school district shall be pro-rated among the village and rural school districts in the county in proportion to the number of teachers employed in each district.

County board shall certify, annually, number of teachers and superintendents employed, salaries and amounts apportioned to each district.

Sec. 4744-2. On or before the first day of August of each year the county board of education shall certify to the county auditor the number of teachers to be employed for the ensuing year in the various rural and village school districts within the county school district, and also the number of district superintendents employed and their compensation and the compensation of the county superintendent; and such board of education shall also certify to the county auditor the amounts to be apportioned to each district for the payment of its share of the salaries of the county and district superintendents.

County auditor shall retain from apportionment of school funds sum necessary to pay county and district superintendents.

Sec. 4744-3. The county auditor when making his semi-annual apportionment of the school funds to the various village and rural school districts shall retain the amounts necessary to pay such portion of the salaries of the county and district superintendents as may be certified by the county board. Such amount shall be placed in a separate fund to be known as the "County board of education fund." The county board of education shall certify under oath to the state auditor the amount due from the state as its share of the salaries of the county and district superintendents of such county school district for the next six months. Upon receipt by the state auditor of such certificate, he shall draw his warrant upon the state treasurer in favor of the county treasurer for the required amount, which shall be placed by the county auditor in the county board of education fund.

County board shall certify to state auditor amount due from state.

Who eligible as county superintendents.

Sec. 4744-4. Only such persons shall be eligible as county superintendents who shall have:

(1) Five years' experience as superintendent and a high school life certificate; or

(2) Six years' experience in teaching, two years' additional experience in supervision, and at least a three-year county high school certificate; or

(3) Five years' experience as superintendent and a county high school certificate, and also be a graduate from a recognized institution of college or university rank; or

(4) Five years' teaching experience with one year's professional training in school administration and supervision in a recognized school of college or university rank, and a high school life certificate; or

(5) Five years' teaching experience with one year's professional training in school administration and supervision in a recognized school of college or university rank, and a county high school certificate, and be a graduate from a recognized institution of college or university rank.

Who eligible as district superintendent.

Sec. 4744-5. Only such persons shall be eligible as district superintendents who shall have:

(1) Three years' experience in school supervision, and at least a county high school certificate; or

(2) Four years' experience in teaching, one year's additional experience in supervision or one year's training in supervision in an institution of college or university rank and at least a county high school certificate; or

(3) Three years' experience in teaching, graduation from a first grade high school or its equivalent, and in addition thereto two years' professional training in a recognized institution of college or normal school rank for the training of teachers and at least a county high school certificate. The county board of education shall certify to the superintendent of public instruction the qualifications of each county and district superintendent.

Offices for county superintendent and county board of education.

Sec. 4744-6. The county commissioners of each county shall provide and furnish offices in the county seat for the use of the county superintendent. Such offices shall be the permanent headquarters of the county super-

intendent and shall be used by the county board of education when in session.

Employment of teachers.

Sec. 7705. The board of education of each village, and rural school district shall employ the teachers of the public schools of the district, for a term not longer than three school years, to begin within four months of the date of appointment. The local board shall employ no teacher for any school unless such teacher is nominated therefor by the district superintendent of the supervision district in which such school is located except by a majority vote. In all high schools and consolidated schools one of the teachers shall be designated by the board as principal and shall be the administrative head of such school.

Designation of principal in high and consolidated schools.

Duties of district superintendent.

Sec. 7706. The district superintendent shall visit the schools under his charge, direct and assist teachers in the performance of their duties, classify and control the promotion of pupils, and shall spend not less than three-fourths of his working time in actual class room supervision. He shall report to the county superintendent annually, and oftener if required, as to all matters under his supervision. He shall be the chief executive officer of all boards of education within his district and shall attend any and all meetings. He may take part in their deliberations, but shall not vote. Such time as is not spent in actual supervision shall be used for organization and administrative purposes and in the instruction of teachers. At the request of the county board of education he shall teach in teachers' training courses which may be organized in the county school district.

Assemble teachers for conference.

Sec. 7706-1. The district superintendent shall, as often as advisable, assemble the teachers of his district for the purpose of conference on the course of study, discipline, school management and other school work and for the promotion of the general good of all the schools in the district. The county superintendent shall co-operate with the different district superintendents in holding such teachers' meetings and shall attend as many of them as his other duties will permit.

Recommend text books and course of study.

Sec. 7706-2. It shall be the duty of the district superintendent to recommend to the village and rural boards of education within such district, such text books and courses of study as are most suitable for adoption.

Duties of county superintendent.

Sec. 7706-3. The county superintendent shall hold monthly meetings with the district superintendents and advise with them on matters of school efficiency. He shall visit and inspect the schools under his supervision as often as possible and with the advice of the district superintendent shall outline a schedule of school visitation for the teachers of the county school district.

Supervision of training courses; reports.

Sec. 7706-4. The county superintendent shall have direct supervision over the training of teachers in any training courses which may be given in any county school district and shall personally teach not less than one hundred nor more than two hundred periods in any one year.

It shall be his duty to see that all reports required by law are made out and sent to the county auditor and superintendent of public instruction and make such other reports as the superintendent of public instruction may require. Any county superintendent or district superintendent who becomes connected with or becomes an agent of or financially interested in any book publishing or book selling company or educational journal or magazine, shall become ineligible to hold such office and shall be forthwith removed by the board having control over such county superintendent or district superintendent.

Superintendent financially interested in book company ineligible to hold such office.

Sec. 7706-5. The provisions of this act shall apply only to the public schools of the state.

Sec. 5653. After paying all such sheep claims, at the June session of the county commissioners, if there remain more than one thousand dollars of such fund, the excess at such June session, shall be transferred and disposed as follows: in a county in which there is a society for the prevention of cruelty to children and animals, incorporated and organized as provided by law, which has one or more agents appointed in pursuance of law, all such excess as the county commissioners deem necessary for the uses and purposes of such society by order of the commissioners and upon the warrant of the county auditor shall be paid to the treasurer of such society, and any surplus not so transferred shall be transferred to the county board of education fund at the direction of the county commissioners.

Distribution of surplus sheep claims fund.

SECTION 2. That original sections 4679, 4682-1, 4683, 4684, 4685, 4687, 4688, 4689, 4692, 4696, 4712, 4714, 4715, 4716, 4726, 4727, 4728 to 4744 inclusive, 4747, 5653, 7705, 7706, 7730 and 7731, and sections 4690, 4691, 4713, 4717 to 4725 inclusive of the General Code be and the same are hereby repealed.

C. L. SWAIN,
Speaker of the House of Representatives.
W. A. GREENLUND,
President of the Senate.

Passed February 5th, 1914.
Approved February 17th, 1914.

JAMES M. COX,
Governor.

Filed in the office of the Secretary of State February 19th, 1914. 15 G.

[House Bill No. 14.]

AN ACT

To amend sections 7805, 7806, 7807, 7808, 7810, 7811 to 7823 inclusive, 7825, 7830, 7831, 7832, 7832-1, 7834, 7835, 7836, 7837, 7839, 7844, 7845, 7846, 7847, 7854, 7855, 7857, 7858, to add supplementary sections 7807-1 to 7807-6 inclusive, 7821-1, 7821-2, 7822-1, 7823-1, and 7832-2, and to repeal sections 7740, 7741, 7848, 7858-1 to 7858-7 inclusive of the General Code relating to the certification and examination of teachers in the public schools.

Be it enacted by the General Assembly of the State of Ohio:

SECTION 1. That sections 7805, 7806, 7807, 7808, 7810, 7811 to 7823 inclusive, 7825, 7830, 7831, 7832, 7832-1, 7834, 7835, 7836, 7837, 7838, 7839, 7844, 7845, 7846, 7847, 7854, 7855, 7857, 7858 of the General Code be amended and supplementary sections 7807-1 to 7807-7 inclusive, 7821-1, 7821-2, 7822-1, 7823-1, 7832-2 and 7832-3 be added to read as follows:

State board; appointment and qualifications.

Sec. 7805. There shall be a state board of school examiners, consisting of five competent persons, resident of the state, to be appointed by the superintendent of public instruction. Not more than three of them shall belong to the same political party.

Terms and vacancies.

Sec. 7806. The term of office of such examiners shall be five years. The term of one of the examiners shall expire on the thirty-first day of August each year. When a vacancy occurs in the board, whether from expiration of the term of office, refusal to serve, or other cause, the superintendent of public instruction shall fill it by appointment for the full or unexpired term, as the case demands.

Power to issue certificates; Record thereof.

Sec. 7807. The board thus constituted may issue three grades of life certificates to such persons as are found to possess the requisite scholarship, and who exhibit satisfactory evidence of good moral character and of professional experience and ability. The certificates shall be for different grades of schools according to branches taught and be valid in the schools specified therein. The clerk of the board shall keep a record of the proceedings, showing the number, date and grade of each certificate, to whom granted, and for what branches of study, and report such statistics to the superintendent of public instruction, annually, on or before the thirty-first day of August.

Professional training of applicants required.

Sec. 7807-1. Applicants for life certificates of any kind shall possess an amount of professional training as follows:

1. On and after January first, 1915, not less than a one-year course or its equivalent in summer school work, in a recognized institution of college or normal school rank for the training of teachers, or a year's course in an arts college on the recognized list, maintaining a practice department.

2. On and after January first, 1920, not less than a two-year course, or its equivalent in summer school work,

in a recognized institution of college or normal school rank for the training of teachers, or two years' work in an arts college on the recognized list maintaining a practice department, not less than one-fourth of which work shall be in educational subjects including observation and practice teaching.

Additional requirements when applicant not a graduate.

Sec. 7807-2. In addition to the requirements mentioned in section 7807-1, every applicant for a life certificate, if not a graduate of a recognized institution for the training of teachers of college or normal school rank or liberal arts college on the recognized list, shall have had at least fifty months of successful teaching experience and hold a certificate of graduation from a first grade high school or its equivalent.

When elementary certificate may be granted without further examination.

Sec. 7807-3. A graduate from any normal school, teachers' college, college or university, who has completed a full two years' academic and professional course in such institution and who also possesses a first grade high school diploma or its equivalent shall upon application to the superintendent of public instruction and the payment of a fee of one dollar be granted without further examination a provisional elementary certificate valid for four years in any school district within the state; provided that such institution has been approved by the superintendent of public instruction.

When high school certificate may be granted without further examination.

Sec. 7807-4. A graduate from any normal school, teachers' college, college or university, who has completed a full four years' academic and professional course in such institution and who also holds a certificate of graduation from a first grade high school or its equivalent shall upon application to the superintendent of public instruction, and the payment of a fee of one dollar, be granted without further examination, a provisional high school certificate valid for four years in any school district within the state; provided that such instutition has been approved by the superintendent of public instruction.

When special certificate may be granted.

Sec. 7807-5. A graduate from any normal school, teachers' college, college or university, who has completed a special two year course, with training school experience, in music, drawing, penmanship, manual training, physical culture, domestic science, agriculture, kindergartening, any modern language, or such other studies as are required to be taught by special teachers or supervisors and who also possesses a first grade high school diploma or its equivalent, shall upon application to the superintendent of public instruction and the payment of a fee of one dollar, be granted without further examination a provisional special certificate in such subject or subjects valid for four years in any school district within the state; provided that such institution has been approved by the superintendent of public instruction.

When life certificate shall be issued to holder of provisional certificate.

Sec. 7807-6. It shall be the duty of the state board of school examiners to issue without examination to every holder of a state provisional certificate, a life certificate of-

similar kind upon satisfactory evidence that the holder thereof has completed at least twenty-four months of successful teaching, after receiving such provisional certificate.

When state life high school certificate shall be issued to holder of degree.

Sec. 7807-7. The state board of school examiners shall issue without examination, a state life high school certificate to the holder of a degree from any normal school, teachers' college, or university that has been approved by the superintendent of public instruction, upon satisfactory evidence that the holder thereof has completed at least fifty months of successful teaching.

Effect thereof; may be revoked for cause.

Sec. 7808. All certificates issued by such board shall be countersigned by the superintendent of public instruction. They shall supersede the necessity of any and all other examinations of the persons holding them, by any board of examiners, and be valid in any school district in the state, unless revoked by the state board for good cause.

Compensation of examiners.

Sec. 7810. Each member of the board shall receive five dollars for each day he is necessarily engaged in official service, and also his actual and necessary expenses, to be paid out of the state treasury on the order of the state auditor. All books, blanks and stationery required by the board shall be furnished by the secretary of state.

County board; how composed.

Sec. 7811. There shall be a county board of school examiners for each county, consisting of the county superintendent, one district superintendent and one other competent teacher, the latter two to be appointed by the county board of education. The teacher so appointed must have had at least two years' experience as teacher or superintendent, and be a teacher or supervisor in the public schools of the county school district or of an exempted village school district. Should he remove from the county during his term, his office thereby shall be vacated and his successor appointed.

Who eligible as examiner.

Sec. 7812. No examiner shall teach in, be connected with, or financially interested in any school which is not supported wholly or in part by the state, or be employed as a paid instructor in any teachers' institute in his own county; nor shall any person be appointed as, or exercise the office of examiner who is agent of or financially interested in any book publishing or book selling firm, company or business, or in any educational journal or magazine. If an examiner becomes connected with or interested in any school not under state control, or is employed in any such institution in his own county, or becomes an agent of or interested in any book company or journal, or fails to hold the necessary teachers' certificate, or removes from the county, the county board of education upon being apprised of such fact, forthwith shall remove such examiner and appoint his successor.

Term. Revocation of appointment.

Sec. 7813. The term of office of such appointive school examiners shall be two years. The term of one of the examiners shall expire on the thirty-first day of August, each year. The county board of education shall revoke the appointment of any examiner, upon satisfactory proof

that he is inefficient, intemperate, negligent, guilty of immoral conduct, or that he is using his office for personal or private gain.

Vacancies.

Sec. 7814. When a vacancy occurs in the board, whether from expiration of the term of office, refusal to serve, or other cause, the county board of education promptly shall fill it by appointment for the full or unexpired term, and within ten days, report this to the superintendent of public instruction, together with the names of the other members of the board and the date of the expiration of their several terms of office.

Organization of board; duties of officers.

Sec. 7815. Annually, in the month of September, the board of county school examiners shall organize by choosing from its members a president and a vice president. The county superintendent shall be the clerk of the board. The president shall preside at all the meetings of the board. In his absence the vice president shall preside. The clerk shall keep a full and accurate record of the proceedings of the board, showing the number, date and character of each certificate issued, to whom, for what term and what branches of study, with such other statistics relating to the examination and proceedings of the board as the superintendent of public instruction requires, in the form and manner required by him, and make a report of all such items annually on or before the first day of September.

Rules and regulations.

Sec. 7816. The board shall make all needful rules and regulations for the proper discharge of its duties and the conduct of its work, subject to statutory provisions and the approval of the superintendent of public instruction.

Meetings for examinations; notice.

Sec. 7817. Each board shall hold public meetings for the examination of applicants for county teachers' certificates on the first Saturday of September, October, January, March, April, May, and the last Friday of June and August of each year, unless any such day falls on a legal holiday, in which case, it shall be held on the corresponding day of the succeeding week, at such place within the county as, in the opinion of the board, best will accommodate the greatest number of applicants. In no case shall the board hold any private examination or antedate any certificate.

Power of majority to grant certificates.

Sec. 7818. A majority of the board may examine applicants and grant certificates. An applicant for a county teachers' certificate may, if he so elects, take one-half of the subjects in which he is to be examined on one day and the remaining one-half not later than the second regular examination day thereafter. The subjects to be taken the first day by an applicant shall be determined by the board of county examiners. If an applicant electing to take the examination in two days fails to obtain on the first day a grade of seventy-five per cent. or more, in any subject or subjects, such applicant may elect to be re-examined in such subject or subjects on the second day on which such applicant is to be examined. As a condition of an applicant's being admitted to take the examination he shall pay to the board for the use of the county board of education fund a fee

Applicant may elect to take one-half the subjects at each of two regular examinations.

of fifty cents. Applicants taking the examination in two parts shall make on the date when each part is taken an application accompanied with a fee of fifty cents.

Uniform system of examination.

Sec. 7819. The questions for all county teachers' examinations shall be prepared and printed under the direction of the superintendent of public instruction. A sufficient number of lists shall be sent, under seal, to the clerks of such boards of examiners not less than five days before each examination, such seal to be broken at the time of the examination at which they are to be used, in the presence of the applicants and a majority of the members of the examining board.

Disposition of fees.

Sec. 7820. The clerk of the board of county school examiners shall promptly collect all fees from applicants at each examination and pay them into the county treasury monthly. He shall file with the county auditor a written statement of the amount and the number of applicants, male and female, examined during the month. All money thus received, shall be set apart by the auditor to the credit of the county board of education fund.

What and how many certificates may be granted.

Sec. 7821. County boards of school examiners may grant teachers' certificates for one year and three years which shall be valid in all villages, and rural school districts of the county wherein they are issued. Not more than three one-year certificates and not more than one three-year certificate may be issued to any one person. Such three-year certificate may be renewed twice only on proof of successful teaching.

Valid from September following.

Such certificate shall be valid for one year and three years respectively from the first day of September following the day of the examination.

Five and eight year certificates; how renewed.

Sec. 7821-1. All five-year and eight-year certificates now granted shall continue in force until the end of their terms and shall be renewed by the superintendent of public instruction upon proof that the holders thereof have taught successfully until the time of each renewal. Each application for renewal shall be accompanied by a fee of fifty cents and shall be filed in the office of the superintendent of public instruction.

How certificates in force, renewed.

Sec. 7821-2. All two-year and three-year primary, elementary and high school certificates now granted shall continue in force until the end of their terms and may be renewed by the county boards of examiners on proof of five years' successful teaching experience.

Professional training required of applicants for one-year and three-year certificates.

Sec. 7822. Applicants for a one-year or a three-year elementary certificate shall possess an amount of professional training not less than the following:

1. On and after January 1st, 1915, not less than six weeks of class room instruction in a recognized institution for the training of teachers.

2. On and after January 1st, 1916, not less than twelve weeks of class room instruction, in a recognized institution for the training of teachers.

3. On and after January 1st, 1917, not less than

eighteen weeks of class room instruction in a recognized institution for the training of teachers.

4. On and after January 1st, 1918, not less than twenty-four weeks of class room instruction in a recognized institution for the training of teachers.

5. On and after January 1st, 1919, not less than thirty weeks of class room instruction in a recognized institution for the training of teachers.

6. On and after January 1st, 1920, and thereafter not less than one year of class room instruction in a recognized institution for the training of teachers.

Training required after Jan. 1, 1915, and Jan. 1, 1920.

Sec. 7822-1. On and after January first, 1915, all applicants for a one-year or a three-year elementary certificate shall have had at least one year's training in an approved high school or its equivalent, and on and after January first, 1920, all applicants for such certificate shall have had at least two years' training in an approved high school or its equivalent.

Professional training required of applicants for one-year or three-year high school or special certificate.

Sec. 7823. Applicants for a one-year or a three-year high school or special certificate shall possess qualifications in professional training as follows:

1. On and after January 1st, 1915, not less than six weeks of class room instruction in a recognized school for the training of teachers.

2. On and after January 1st, 1916, not less than twelve weeks of class room instruction in a recognized school for the training of teachers.

3. On and after January 1st, 1917, not less than eighteen weeks of class room instruction in a recognized school for the training of teachers.

4. On and after January 1st, 1918, not less than twenty-four weeks of class room instruction in a recognized school for the training of teachers.

5. On and after January 1st, 1919, not less than thirty weeks of class room instruction in a recognized school for the training of teachers.

6. On and after January 1st, 1920, and thereafter not less than one year of class room instruction in a recognized school for the training of teachers.

Training required after Jan. 1, 1915 and after Jan. 1, 1920.

Sec. 7823-1. On and after January first, 1915, all applicants for a one-year of a three-year high school or special certificate shall have had at least two years' training in an approved high school, or its equivalent, and on and after January first, 1920, all applicants for high school and special certificates shall have certificates of graduation from a first grade high school or its equivalent.

Additional test to written examination. When and by whom made.

Sec. 7825. Every applicant for a teacher's certificate shall be required to take in addition to the written examination, to test academic and professional knowledge, a practical test in actual teaching. Such test shall be made at any time during the preceding year or before the applicant receives his certificate, by a member of the board of examiners, a local supervisor, a teacher of method or any other competent person authorized by the county board of school

examiners to make such test. Applicants without previous teaching experience may be given such class room test in the practice department of any recognized summer school. The test shall include three subjects of instruction unless the applicant desires a special certificate in which case three separate tests shall be given in the desired subject. Each applicant shall make a satisfactory showing in both written and practical tests. The superintendent of public instruction shall prescribe the forms for such examination.

Elementary certificate; branches.

Sec. 7830. No person shall be employed or enter upon the performance of his duties as a teacher in any elementary school supported wholly or in part by the state in any village, or rural school district who has not obtained from a board of school examiners having legal jurisdiction a certificate of good moral character; that he or she is qualified to teach orthography, reading, writing, arithmetic, English grammer and composition, geography, history of the United States, physiology, including narcotics, literature and elementary agriculture, and that he or she possess an adequate knowledge of the theory and practice of teaching.

High school certificate; branches.

Sec. 7831. No person shall be employed or enter upon the performance of his duties as a teacher in any recognized high school supported wholly or in part by the state in any village, or rural school district, or act as a superintendent of schools in such district, who has not obtained from a board of examiners having legal jurisdiction a certificate of good moral character; that he or she is qualified to teach six branches or more selected from the following course of study (three of which branches shall be algebra, rhetoric and physics): Literature, general history, algebra, physics, physiology, including narcotics, Latin, German, rhetoric, civil government, geometry, physical geography, botany and chemistry, and high school agriculture; and that he or she possesses an adequate knowledge of the theory and practice of teaching.

Teacher's special certificate.

Sec. 7832. No person shall be employed and enter upon the performance of his duties as a special teacher of music, drawing, painting, penmanship, gymnastics, German, French, Spanish, the commercial and industrial branches, or any one of them, in any elementary or high school supported wholly or in part by the state in any city, village, or rural school district, who has not obtained from a board of examiners having legal jurisdiction a certificate of good moral character that he or she is qualified to teach the special branch or branches of study, and, in addition thereto, possesses an adequate knowledge of the theory and practice of teaching.

Teacher's emergency certificate.

Sec. 7832-1. A "teacher's emergency certificate" which shall be valid for one year in any village or rural school district in the county may be granted by the county board of school examiners with the approval of the superintendent of public instruction to applicants who have had one year's experience teaching in the public schools when-

ever for any reason there is a shortage of teachers in such district.

Teachers having one year normal course may be granted one-year certificates.

Sec. 7832-2. The county board of school examiners may at their discretion grant one-year certificates to teachers who have completed a one year normal course in any high school or normal school which has been approved by the superintendent of public instruction. Such certificates shall be valid in any village or rural school district in the county in which it is granted and may be renewed for one or three years without examination.

Graduates of first grade high school may be granted one-year certificates.

Sec. 7832-3. The county board of school examiners shall grant one-year certificates to graduates of first grade high schools who have completed in addition to the high school a one-year professional course in any high school or normal school which has been approved by the superintendent of public instruction.

Compensation of examiners.

Sec. 7834. Each member of the county board of school examiners, except the clerk thereof shall receive ten dollars for each examination of fifty applicants or less, fourteen dollars for each examination of more than fifty applicants and less than one hundred, eighteen dollars for each examination of one hundred applicants and less than one hundred and fifty, twenty-two dollars for each examination of one hundred and fifty applicants and less than two hundred, and four dollars for each additional fifty applicants, or fraction thereof, to be paid out of the county treasury on the order of the county auditor. Books, blanks and stationery required by the board of examiners shall be furnished by the county board of education.

Expenses of board.

Sec. 7835. Such board may contract for the use of suitable rooms in which to conduct examinations, may procure fuel and light, and employ janitors, to take charge of the rooms and keep them in order. Expenses so incurred, shall be paid out of the county treasury on orders of the county auditor, who shall issue them upon the certificate of the president of the board, countersigned by the clerk.

Annual report of clerk; bond.

Sec. 7836. On or before the first day of September in each year, the clerk of such board shall prepare, and forward to the superintendent of public instruction, a statement of the number of examinations held by the board, the number of applicants examined, the total number of certificates granted, and the number for each term mentioned in this chapter, the amount of fees received and paid to the county treasurer, the amounts received from the county treasury by the members of the board for their services, with such other statistics and information in relation to the duties of the board as such superintendent requires. He shall also deposit with the county auditor a bond, with surety to be approved by the auditor, in the sum of three hundred dollars, that he will pay into the county treasury, monthly, the examination fees received by the board, and make the statistical returns required by this chapter.

No additional compensation as clerk.

Sec. 7837. The county superintendent shall receive no additional compensation for his services as clerk of the county board of school examiners.

City board of school examiners; appointment, term.

Sec. 7838. There shall be a city board of school examiners for each city school district. Such board shall consist of the city superintendent of schools and two other competent teachers serving full time in the day schools of such city to be appointed by the city board of education. The term of office of such examiners shall be two years each, one to be appointed each year; and shall expire on the thirty-first day of August.

Removal and vacancies.

Sec. 7839. The board of education may revoke any appointment upon satisfactory proof that the appointee is inefficient, intemperate, negligent, or guilty of immoral conduct. When a vacancy occurs in the board, whether from expiration of term of office, refusal to serve, or other cause, the board shall fill it by appointment for the full or unexpired term, as the case demands. Within ten days after an appointment, the clerk of the board shall report to the superintendent of public instruction the name of the appointee, and whether the appointment is for a full or an unexpired term.

Certificates for one and three years.

Sec. 7844. Each city board of school examiners may grant teachers' certificates for one year and three years from the first day of September following the examination, which shall be valid within the district wherein they are issued. But certificates granted for one year or three years must be regarded as provisional certificates and shall be renewed only twice each.

Certificates for five and eight years; renewals.

Sec. 7845. All five-year and eight-year certificates now granted shall continue in force until the end of their terms and shall be renewed by the superintendent of public instruction upon proof that the holders thereof have taught successfully until the time of each renewal. Each application for renewal shall be accompanied by a fee of fifty cents and shall be filed in the office of the superintendent of public instruction.

Renewal of two and three year certificates.

Sec. 7846. All two-year and three-year primary, elementary and high school certificates now granted shall continue in force until the end of their terms and may be renewed by the city boards of examiners on proof of five years successful teaching experience.

Certificates may be issued without formal examination.

Sec. 7847. County and city boards of school examiners at their discretion may issue certificates without formal examinations to holders of certificates granted by other city and county boards of school examiners.

Duties of clerk of city board of school examiners.

Sec. 7854. The clerk of the city board of school examiners shall keep a record of its proceedings, and such statistics as the superintendent of public instruction requires, in the form and manner he requires, and report such statistics to him annually, on or before the first day of September.

Disposition of examination fees.

Sec. 7855. Such clerk shall pay the examination fees received by him to the treasurer of the district within ten

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days after each meeting, and at the same time file with the board of education a written statement of the amount, also a statement of the number of applicants, male and female, examined, the number of certificates granted, and for what terms.

Manuscripts shall be kept on file 60 days; review.

Sec. 7857. All manuscripts filed as answers to questions shall be kept on file for sixty days by the members of the examining board. If any applicant has cause to and does believe that he has been discriminated against and his manuscripts unfairly graded, he may review his manuscripts with the member or members of the board having them in charge at any time within sixty days after his returns from the examination. If after such inspection and review, he is still of the opinion that the board will not correct the error, if any, and issue his certificate, he may appeal his case to the superintendent of public instruction for final review.

How appeal may be taken; result.

Sec. 7858. Every appeal from the board of examiners shall be in the form of an affidavit setting forth the facts as the applicant believes them and shall be accompanied by a fee of one dollar to cover the expenses incident to such appeal. Upon receipt of such affidavit and fee the superintendent of public instruction shall require the clerk of such board to procure and forward the manuscripts of such applicant, together with a full explanation of the reasons for the board's action. If upon examination of the manuscripts, and record the superintendent finds that the applicant was denied a certificate when one should have been granted him and has been discriminated against by the board, the superintendent shall order forthwith a certificate to be issued of the date of the examination attended by the applicant, and he shall indicate the length of time such certificate shall be valid. If, upon inspection of the manuscript and reviewing the facts submitted, the superintendent of public instruction concludes that no injustice has been done, he shall so notify the applicant and the clerk of the board of examiners.

Repeals.

SECTION 2. That original sections 7805, 7806, 7807, 7808, 7740, 7810, 7811, 7812, 7813, 7814, 7815, 7816, 7817, 7818, 7819, 7820, 7821, 7822, 7823, 7830, 7831, 7832, 7832-1, 7834, 7835, 7836, 7837, 7838, 7839, 7844, 7845, 7846, 7847, 7854, 7855, 7857, and 7858 and sections 7825, 7740, 7741, 7848 and 7858-1 to 7858-7 inclusive be and the same are hereby repealed.

C. L. SWAIN,
Speaker of the House of Representatives.
W. A. GREENLUND,
President of the Senate.

Passed February 6th, 1914.
Approved February 17th, 1914.

JAMES M. COX,
Governor.

Filed in the office of the Secretary of State February 19th, 1914. 10 G.

[House Bill No. 24.]

AN ACT

To amend sections 7868 and 7869 of the General Code and to add supplemental sections 7654-1, 7654-2, 7654-3, 7654-4, 7654-5, 7654-6, 7654-7, and 7868-1 of the General Code relating to the training of teachers for village and rural schools.

Be it enacted by the General Assembly of the State of Ohio:

SECTION 1. That sections 7860, 7865, 7868, 7869, 7870 and 7873 of the General Code be amended and supplemental sections 7654-1, 7654-2, 7654-3, 7654-4, 7654-5, 7654-6, 7654-7, and 7868-1 be added to read as follows:

Rural and village first grade high schools may establish normal departments for training of teachers.

Sec. 7654-1. Boards of education which maintain first grade high schools in village or rural districts may establish normal departments in such schools for the training of teachers for village and rural schools. Not more than three such normal schools shall be established in any one county school district, and not more than one such department shall be maintained in any village or rural district. At least one such school in each county shall be located in a rural district or in a village with less than 1,500 population, and not more than one such school in each county shall be located in a village having a population of 1,500 or more. Schools desiring such a department shall make application therefor to the superintendent of public instruction and a copy of such application shall be filed with the county superintendent. The superintendent of public instruction shall examine all applications and shall designate such schools as may establish such departments.

Where and how established.

Courses and entrance requirements.

Sec. 7654-2. Each high school normal department shall offer at least a one-year course for the training of teachers. The entrance requirements of such departments shall be fixed by the superintendent of public instruction. Such departments may offer short courses during the school year but shall not offer summer courses unless practice departments are maintained during such courses.

Employment of director and instructors. Salaries.

Sec. 7654-3. Each normal department shall employ a director and such other instructors as the superintendent of public instruction may prescribe. Such director and instructors shall be employed on the nomination of the county superintendent. No director or instructor in any normal training department shall be paid less than seventy-five dollars per month.

Practice division may be maintained.

Sec. 7654-4. Each normal department may maintain a practice division and shall be authorized to arrange with different boards of education for observation and practice teaching privilege in the rural schools under their control.

Board of education shall receive state aid not to exceed $1,000.

Sec. 7654-5. The board of education in any village or rural school district which maintains a normal training department approved by the superintendent of public instruction shall receive from the state, the cost of maintaining such department in a sum not to exceed one thousand dollars per annum for each school so maintained. Such amount shall be allowed by the auditor of state upon the approval of the superintendent of public instruction, but no payment by the state shall be made for work in such schools prior to January 1, 1915.

Department of efficiency tests and survey by O. S. U. and other schools and colleges supported by the state.

Sec. 7654-6. There shall be established in the college of education of the Ohio State University and in each of the normal schools and colleges which are maintained either wholly or in part by state funds, a department of efficiency tests and survey. Such departments shall at the request of the superintendent of public instruction assist him in working out efficiency methods in school administration, and in conducting co-operative school surveys.

State normal schools authorized to maintain a model one-room rural school in certain districts. State aid.

Sec. 7654-7. Each of the state normal schools at Athens, Oxford, Bowling Green, and Kent shall be authorized to arrange with the boards of education of not more than six non-centralized rural districts to assume the management of a one one-room rural school in each district and maintain such schools as model one-room rural schools. Each state normal school which complies with the provisions of this section subject to the approval of the superintendent of public instruction shall receive $500 annually from the state for each of such schools when vouchers therefor have been approved by the superintendent of public instruction.

Election of officers; notice, expense.

Sec. 7860. The county teachers' institute, annually, shall elect by ballot, a president and a secretary. Such election of officers shall be held during the session of such institute and at a time fixed by the county board of education. At least three days' notice of the election shall be given the members of such institute by posting conspic-

uously in the room, where the institute is held, a notice of the time and place of holding it, and of the officers to be voted for. The expenses of conducting such institute shall be paid out of the county board of education fund upon the order of the president of the county board of education.

Report by county superintendent.

Sec. 7865. Within five days after the adjournment of the institute, the county superintendent shall report to the superintendent of public instruction the number of teachers in attendance, the names of instructors and lecturers attending, the amount of money received and disbursed by the county board of education and such other information relating to the institute as the superintendent of public instruction requires.

County boards of education shall determine whether institute shall be held.

Sec. 7868. The teachers' institutes of each county shall be under the supervision of the county boards of education. Such boards shall decide by formal resolution at any regular or special meeting held prior to February 1st of each year whether a county institute shall be held in the county during the current year.

When boards of education shall pay teacher who attended summer school.

Sec. 7868-1. Each village and rural boards of education in counties in which no county institute has been held in any year, shall pay ten dollars to each teacher employed by such board, who has attended for at least six weeks during such year, a recognized summer school for the training of teachers.

Teachers may dismiss school to attend institute.

Sec. 7869. All teachers and superintendents of the public schools within any county in which a county institute is held while the schools are in session may dismiss their schools for the purpose of attending such institute.

Time institutes may remain in session.

The county boards of education shall decide the length of time county institutes may remain in session, in no case for longer period than five days. At least one day of such session shall be under the immediate direction of the county superintendent who shall arrange the program for such day.

Pay for attending institute.

Sec. 7870. When a teachers' institute has been authorized by the county board of education the boards of education of all school districts shall pay the teachers and superintendents of their respective districts their regular salary for the week they attend the institute upon the teachers or superintendents presenting certificates of full regular daily attendance, signed by the county superintendent. If the institute is held when the public schools are not in session, such teachers or superintendents shall be paid two dollars a day for actual daily attendance as certified by the county superintendent, for not more than five days of actual attendance, to be paid as an addition to the first month's salary after the institute, by the board of education by which such teacher or superintendent is then employed. In case he or she is unemployed at the time of the institute, such salary shall be paid by the board next employing such teacher or superintendent, if the term of employment begins within three months after the institute closes.

When fund in city district to be paid into board of education fund.

Sec. 7873. If the board of a district does not provide for such institute in any year, it shall cause the institute fund in the hands of the district treasurer for the year to be paid to the treasurer of the county wherein the district is situated, who shall place it to the credit of the county board of education fund. The teachers of the schools of such district in such case, shall be entitled to the advantages of the county institute, subject to the provisions of sections seventy-eight hundred and sixty-nine, and seventy-eight hundred and seventy. The clerk of the board shall make the report of the institute required by section 7874.

Repeals.

SECTION 2. That original sections 7860, 7865, 7868, 7869, 7870, 7873, and sections 7861, 7862, 7866, and 7867 of the General Code be and the same are hereby repealed.

C. L. SWAIN,
Speaker of the House of Representatives.
W. A. GREENLUND,
President of the Senate.

Passed February 6th, 1914.
Approved February 17th, 1914.

JAMES M. COX,
Governor.

Filed in the office of the Secretary of State February 19th, 1914. 17 G.

[House Bill No. 16.]

AN ACT

To amend sections 3203, 3204, 4763, 4782, 4784, 7582, 7600, 7602, and 7802 of the General Code, relating to school district funds.

Be it enacted by the General Assembly of the State of Ohio:

SECTION 1. That sections 3203, 3204, 4763, 4782, 4784, 7582, 7600, 7602 and 7802 of the General Code be amended to read as follows:

Annual division of rents of school lands.

Sec. 3203. When, after the payment of just claims and necessary expenses, there is money in the hands of the treasurer arising from the rents of school lands, at least once a year, the trustees shall meet at the office or residence of the treasurer, and make a dividend thereof among the several school districts, or parts of districts within the original township, on the basis of thirty dollars for each teacher, and the balance according to the average daily attendance in the schools of such districts, and upon the order of the trustees, the treasurer shall pay out such money.

Clerk of board shall furnish certified report of number of teachers and average daily attendance.

Sec. 3204. The clerk of the board of education of any district which, in whole or in part, is composed of territory within the bounds of an original township incorporated as herein provided, shall, on demand of the clerk of such township, furnish him a certified copy of the report of the number of teachers employed and the average daily attendance of pupils in the schools within the bounds of such original township in such school districts, and the dividend shall be made on the basis of such certified report.

therefore lies in the fact that the public safety, peace and welfare require that further safeguards be provided immediately for initiative, supplementary and referendum petitions.

C. L. SWAIN,
Speaker of the House of Representatives.
W. A. GREENLUND,
President of the Senate.

Concurred February 3rd, 1914.
Approved February 17th, 1914.

JAMES M. COX,
Governor.

Filed in the office of the Secretary of State February 19th, 1914. 12 G.

[Senate Bill No. 9.]

AN ACT

To amend sections 7658, 7747, 7748 and 7749 of the General Code and to supplement section 7655 by the enactment of additional sections 7655-1, 7655-2, 7655-3, 7655-4, 7655-5, 7655-6, 7655-7 and 7655-8 of the General Code relating to the standardization of schools.

Be it enacted by the General Assembly of the State of Ohio:

SECTION 1. That sections 7658, 7747, 7748 and 7749 of the General Code be amended and section 7655 be supplemented by additional sections 7655-1, 7655-2, 7655-3 7655-4, 7655-5, 7655-6, 7655-7 and 7655-8 to read as follows:

Admission to professional school, college or university.

Sec. 7658. A holder of a diploma from a high school of the first grade may be admitted without examination to any college of law, medicine, dentistry, or pharmacy in this state, when the holder thereof has completed such courses in science and language as are prescribed by the legally constituted authorities regulating the entrance requirements of such college; except such institutions privately endowed which may require a higher standard for entrance examinations than herein is provided. After September 1, 1915, the holder of a diploma from a first grade high school shall be entitled to admission without examination to the academic department of any college or university which is supported wholly or in part by the state.

Tuition of pupils eligible to high school shall be paid by district board.

Sec. 7747. The tuition of pupils who are eligible for admission to high school and who reside in rural districts, in which no high school is maintained, shall be paid by the board of education of the school district in which they have legal school residence, such tuition to be computed by the month. An attendance any part of the month shall create a liability for the entire month. No more shall be charged per capita than the amount ascertained by dividing the total expenses of conducting the high school of the district attended, exclusive of permanent improvements and repair, by the average monthly enrollment in the high school of the

district. The district superintendent shall certify to the county superintendent each year the names of all pupils in his supervision district who have completed the elementary school work, and are eligible for admission to high school. The county superintendent shall thereupon issue to each pupil so certified a certificate of promotion which shall entitle the holder to admission to any high school. Such certificates shall be furnished by the superintendent of public instruction.

Certificate to pupils eligible to high school.

Tuition of graduates of third grade high school.

Sec. 7748. A board of education providing a third grade high school as defined by law shall be required to pay the tuition of graduates from such school residing in the district at any first grade high school for two years, or at a second grade high school for one year. Should pupils residing in the district prefer not to attend such third grade high school the board of education of such district shall be required to pay the tuition of such pupils at any first grade high school for four years, or at any second grade high school for three years and a first grade high school for one year. Such a board providing a second grade high school as defined by law shall pay the tuition of graduates residing in the district at any first grade high school for one year; except that, a board maintaining a second or third grade high school is not required to pay such tuition when the maximum levy permitted by law for such district has been reached and all the funds so raised are necessary for the support of the schools of such district. No board of education is required to pay the tuition of any pupil for more than four school years; except that it must pay the tuition of all successful applicants, who have complied with the further provisions hereof, residing more than four miles by the most direct route of public travel, from the high school provided by the board, when such applicants attend a nearer high school, or in lieu of paying such tuition the board of education maintaining a high school may pay for the transportation of the pupils living more than four miles from the said high school, maintained by the said board of education to said high school. Where more than one high school is maintained, by agreement of the board and parent or guardian, pupils may attend either and their transportation shall be so paid. A pupil living in a village or city district who has completed the elementary school course and whose legal residence has been transferred to a rural district in this state before he begins or completes a high school course, shall be entitled to all the rights and privileges of a resident pupil of such district.

Exception.

Provision for transportation of pupils.

Effect of removal from village or city district.

Transportation to high school.

Sec. 7749. When the elementary schools of any rural school district in which a high school is maintained are centralized and transportation of pupils is provided, all pupils resident of the rural school district who have completed the elementary school work shall be entitled to transportation to the high school of such rural district, and the board of education thereof shall be exempt from the payment of the tuition of such pupils in any other high

school for such a portion of four years as the course of study in the high school maintained by the board of education includes.

What constitutes elementary rural school of second grade.

Sec. 7655-1. Every one room school in any rural school district where the school house and outbuildings are kept in proper condition and repair, buildings and yard clean, and separate screened privies are maintained for each sex, shall be considered a rural elementary school of the second grade.

What constitutes rural elementary school of first grade.

Sec. 7655-2. Each one room school in any rural school district which shall fulfill the requirements of this section shall be considered a rural elementary school of the first grade. Such requirements are as follows:

(a) Clean buildings and yard.

(b) Building in good repair.

(c) Separate screened privies for each sex or inside toilets.

(d) Maps of Ohio and United States.

(e) Library of not less than 50 volumes.

(f) 100 square feet of slate or cómposition blackboard. The lower margin of not less than twelve lineal feet of which board, shall be within two feet of the floor.

(g) A system of heating with ventilation—minimum a jacketed stove.

(h) Buildings hereafter constructed to have in connection with them not less than one acre of land for organized play.

(i) Teacher with at least a three-year certificate.

(j) Agricultural apparatus to a value of at least fifteen dollars.

What constitutes consolidated elementary school of second grade.

Sec. 7655-3. Each consolidated school in any village or rural school district which shall fulfill the requirements of this section shall be considered a consolidated elementary school of the second grade. Such requirements are as follows:

(a) Clean building and yard.

(b) Building in good repair.

(c) Separate screened privies for each sex or inside toilets.

(d) Library of not less than 100 volumes.

(e) 100 square feet of slate or composition blackboard. The lower margin of not less than twelve lineal feet of which board, shall be within two feet of the floor.

(f) A system of heating with ventilation—minimum a jacketed stove.

(g) Buildings hereafter constructed to have at least two acres of land for organized play and agricultural experiment.

(h) At least two rooms and two teachers on full time one of whom must have at least a three-year certificate.

(i) One teacher to be employed for ten months each year giving part of his or her time during the school year to the teaching of agriculture or domestic science or both

and during part of vacation supervise agricultural work of boys and domestic art work of the girls.

(j) Agricultural apparatus to the value of at least twenty-five dollars.

(k) A case of not less than six maps including a map of Ohio.

What constitutes consolidated elementary school of first grade.

Sec. 7655-4. Each consolidated school in any village or rural school district which shall fulfill the requirements of this section shall be considered a consolidated elementary school of the first grade. Such requirements are as follows:

(a) Clean building and yard.

(b) Building in good repair.

(c) Separate screened privies for each sex, or inside toilets.

(d) A case of not less than six maps including a map of Ohio.

(e) Library of not less than 150 volumes.

(f) 100 square feet of slate or composition blackboard. The lower margin of not less than twelve lineal feet of which board, shall be within two feet of the floor.

(f) A system of heating with ventilation—minimum a jacketed stove.

(h) Buildings hereafter constructed to have at least three acres of land in connection with each school one for agriculture and school garden purposes.

(i) Three rooms and three teachers or more on full time, one teacher to have at least a three-year certificate.

(j) A course in domestic science.

(k) Two teachers to be employed for ten months each, one teaching agriculture during the school term and to supervise agriculture during part of the vacation. The other to teach domestic science during the school term and to supervise domestic science instruction during part of the vacation.

(l) Agricultural and domestic science apparatus to to the value of at least one hundred dollars.

Additional state aid for schools of grade.

Sec. 7655-5. Each school district in which such schools are located, shall receive from the state treasury the sum of twenty-five dollars per annum for each one room rural school of the first grade; fifty dollars per annum for each consolidated school of the second grade, and one hundred dollars per annum for each consolidated school of the first grade. Such sums shall be in addition to the regular apportionment of the common school funds and the amounts paid by the state as aid to weak districts. Should the appropriation for any year be insufficient to meet these payments the amount shall be pro rated between the various school districts.

How state aid obtained for schools of grade.

Sec. 7655-6. Any school district which desires to receive state aid as provided in section 7655-5 shall make application therefor to the county superintendent on blanks furnished by the superintendent of public instruction specifying the number and kinds of schools in such district entitled to such aid. If the county superintendent upon

actual inspection shall approve such application he shall endorse the same and forward it to the superintendent of public instruction for final approval. When such application has been approved by the superintendent of public instruction, the state auditor shall issue his warrant on the state treasurer in favor of the treasurer of the school district for the amount so approved.

Admission to high school from rural school of first grade.

Sec. 7655-7. After September first, 1915, the holder of a certificate of graduation from any one room rural school of the first grade or of any consolidated rural school which has been recognized shall be entitled to admission to any high school without examination. Graduates of any elementary school shall be admitted to any high school without examination on the certificate of the district superintendent.

Metal placard showing grade of rural school.

Sec. 7655-8. The superintendent of public instruction shall furnish the boards of education in the village and rural school districts metal placards which shall be placed on the various school buildings showing the grades of such schools.

SECTION 2. That original sections 7658, 7747, 7748, and 7749 and sections 7742, 7743, 7744, 7745 and 7746 of the General Code be and the same are hereby repealed.

C. L. SWAIN,
Speaker of the House of Representatives.
W. A. GREENLUND,
President of the Senate.

Concurred February 4th, 1914.
Approved February 17th, 1914.

JAMES M. COX,
Governor.

Filed in the office of the Secretary of State February 19th, 1914. 13 G.

Appendix B

County Superintendents in Ohio
1914-1989

County Superintendents in Ohio and Their Terms in Office, 1914 - Present

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
Adams	H. E. Denning	3	1914-17
	W. L. Hostetter	4	1917-21
	M. D. Shumaker	2	1921-23
	John E. Nesbit	7	1923-30
	Edna M. Howland	4	1930-34
	A. B. Prior	2	1934-36
	D. G. Wilson	8	1936-44
	A. E. Secrist	7	1944-51
	Elmer M. Teets	12	1951-63
	Francis H. Henderson	7	1963-70
	Donald L. Dowdy	10	1970-80
	John R. Smart	4	1980-84
	John C. Forbeck	3	1984-87
	Walter G. Knauff	1	1987-Present
		Average Tenture: 5.29	
Allen	C. A. Arganbright	14	1914-28
	U. M. Shappell	6	1928-34
	Herschel Litherland	7	1934-41
	Wm. M. Floyd	19	1941-60
	V. J. Briegel	14	1960-74
	Richard K. Hart	14	1974-88
	Tom Jennell	0	1988-Present
		Average Tenure: 12.33	
Ashland	W. W. Wager	1/2	1914-14
	J. W. Wolf	1	1914-15
	J. N. Pinkerman	6	1915-21
	G. W. Finch	2/3	1921-22
	O. H. Maffett	17 1/3	1922-39
	Virgil B. Moffett	19 5/6	1939-59
	Earl J. Weikel	14	1959-73
	Ben O. Shaver	6	1973-79
	Gene A. Yeater	9	1979-Present
		Average Tenure: 8.17	
Ashtabula	H. D. Clarke	6	1914-20
	C. D. Groves	14	1920-34
	A. S. Anderson	4	1934-38
	L. M. Finley	28	1938-66
	W. H. Searcy	20	1966-86
	J. R. Brockway	2	1986-Present
		Average Tenure: 12.33	
Athens	Alex Root	7	1914-21
	Guy Dinsmoor	2	1921-23
	H. R. McVay	7	1923-30
	Alex Root	3	1930-33
	Kenneth Ray	5	1933-38
	F. J. Taylor	4	1938-42
	Glen Hanes	8	1942-50
	George Christman	13	1950-63
	Thomas Porter	3	1963-66

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Robert L. Weinfurtner	5	1966-71
	George Christman	9	1971-80
	Raymond Brooks	5	1980-85
	Gerald L. Stotts	3	1985-Present
		Average Tenure: 5.69	
Auglaize	Edward J. Rodeheffer	2	1914-16
	V. R. Andrews	1	1916-17
	J. H. Henke	2	1917-19
	Glenn Drummond	4	1919-23
	J. H. Hixson	5	1923-28
	L. F. Schumaker	34	1928-62
	Tom Bailey	9	1962-71
	Louis McPeek	7	1971-78
	Larry S. Goodes	10	1978-Present
		Average Tenure: 8.22	
Belmont	George M. Pogue	19	1914-33
	Wm. J. Greenlee	23	1933-56
	John J. Shannon	15	1956-71
	D. W. Keyser	2	1971-73
	H. B. Rhodes	1	1973-74
	Charles I. Jones	3	1974-77
	J. Daniel Strahler	3	1977-80
	S. Bahorek, Jr.	6	1980-86
	Steven C. Grimm	2	1986-Present
		Average Tenure: 8.22	
Brown	E. V. Stephan	15	1914-29
	Wm. E. Melvin	1 1/2	1929-31
	Dick Smith	6 3/4	1931-37
	Herschel D. West	5	1937-42
	V. A. Erickson	3 1/4	1942-46
	Herschel D. West	8 1/2	1946-54
	R. W. Slusher	12	1954-66
	Edwin P. Reffett	7	1966-73
	Jack W. Murphy	9	1973-82
	Edwin P. Reffett	1	1982-82
	Robert H. Thiede	3	1982-85
	Homer C. Castle	3	1985-Present
		Average Tenure: 6.25	
Butler	John W. Schwartz	9	1914-23
	J. W. Fichter	8	1923-31
	C. W. Roberts	1	1931-32
	C. H. Williams	25	1932-57
	John D. Blackford	7	1957-64
	D. Russel Lee	14 1/2	1964-78
	George D. Estes	5 1/2	1979-84
	George L. Hagen	4	1984-Present
		Average Tenure: 9.25	
Carroll	G. E. Bell	12	1914-26
	D. L. Buchanan	5 1/2	1926-32
	S. H. Leiper	3 1/2	1932-35

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Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	L. X. Johnston	3	1935-38
	E. A. Saltsman	7	1938-45
	Paul C. Gallaher	3	1945-48
	Robert H. Longsworth	16	1948-64
	William Knisely	4	1964-68
	Arthur Pardee	1	1968-69
	Bruce Schmidt	13	1969-82
	Robert S. Swonger	6	1982-Present
		Average Tenure: 6.73	
Champaign	J. C. Neer	6	1914-20
	A. G. Welshimer	14	1920-34
	H. M. Loudenback	22	1934-56
	Franklin V. Lehn	8	1956-64
	Joseph S. West	10	1964-74
	George M. Dallas	7	1974-81
	Carroll E. Meadows	7	1981-Present
		Average Tenure: 10.57	
Clark	J. M. Collins	8 1/3	1914-22
	Oscar T. Hawke	34 1/2	1922-57
	R. M. Borst	10	1957-67
	Frank C. Long	5	1967-72
	R. Henry Campbell	4	1972-76
	Roy E. Schmunk	12	1976-Present
		Average Tenure: 12.31	
Clermont	H. C. Aultman	7	1914-21
	B. T. Davis	3	1921-24
	E. H. Pattison	12	1924-36
	Frank B. Hoggett	17	1936-53
	Roy C. Thompson	9	1953-62
	Harry R. Moore	9 1/2	1962-72
	James G. Gibson	16 1/2	1972-88
	Robert L. Whitman	0	1988-Present
		Average Tenure: 10.57	
Clinton	J. L. Cadwallader	4	1914-18
	Harry Hodson	10	1918-28
	D. H. Patton	4	1928-32
	Carl Shanks	21	1932-53
	Walter Nichols	22	1953-75
	Carlton J. Binkley	13	1975-Present
		Average Tenure: 12.33	
Columbiana	John W. Moore	9	1914-23
	H. E. Leonard	11	1923-34
	W. E. Roberts	16	1934-50
	J. L. McBride	19	1950-69
	William L. Phillis	7	1969-76
	Robert L. Frum	8	1976-85
	Paul A. Hood	3	1985-Present
		Average Tenure: 10.43	

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
Coshocton	L. C. Shaw	10	1914-24
	H. B. Pigman	7	1924-31
	J. F. Lautenschlager	26	1931-57
	W. E. Inman	6	1957-63
	W. C. Haney	20	1963-83
	Roger W. Ames	5	1983-Present
		Average Tenure: 12.33	
Crawford	F. G. Bittikofer	10	1914-24
	R. P. Vaughn	2	1924-26
	J. J. Dick	1 1/2	1926-28
	P. J. Foltz	6 1/2	1928-34
	K. M. Whaley	3	1934-37
	Glen C. West	6	1937-43
	Milton Harmon	5	1943-48
	S. K. Sollars	8	1948-56
	Wm. Ferguson	2	1956-58
	Edwin C. Treherne	2 1/3	1958-60
	Milton Harmon	6	1960-66
	F. Eugene Westfall	3 1/2	1966-70
	Milton Harmon	1/3	1970-70
	Ray L. Holland	17	1970-Present
		Average Tenure: 5.23	
Cuyahoga	A. C. Yawberg	15	1914-29
	E. J. Bryan	7	1929-36
	W. G. Bahner	7	1936-43
	W. L. Shuman	15	1943-58
	Fredric E. Webb	4	1958-62
	Ervin Reed	8	1962-70
	Ralph Tullis	5	1970-75
	William E. Inman	11	1975-86
	William J. Gesinsky	2	1986-Present
		Average Tenure: 8.22	
Darke	Charles A. Wilt	19	1914-33
	A. E. Gower	4	1933-37
	Harry Rees	1	1937-38
	Larry Winchell	7	1938-45
	Carl Baden	9	1945-54
	Carl Hendershot	2	1954-56
	Wm. N. McPherson	16	1956-72
	Joe C. Goins	7 1/2	1972-79
	Marlin D. Thompson	8	1980-Present
		Average Tenure: 8.17	
Defiance	W. W. Heater	8	1914-22
	Wm. L. Manahan	6	1922-28
	M. E. Brandon	5	1928-33
	Paul H. Underhill	22	1933-55
	Robert W. Welty	6	1955-61
	C. M. Bricker	4	1961-65
	Lloyd Iler	2	1965-67
	Normand Jones	13	1967-80
	Darrell Jones	6	1980-86

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Robert Breisinger	2	1986-Present
		Average Tenure: 6.40	
Delaware	Paul M. Lybarger	12	1914-26
	Henry T. Main	11	1926-37
	G. E. McFarland	21	1937-58
	R. B. Warner	8	1958-66
	Maurice Lenze	1	1966-67
	Smith E. Runyan	21	1967-86
	Richard J. Coulter	2	1986-Present
		Average Tenure: 10.86	
Erie	R. E. Offenhauer	3	1914-17
	I. S. Winner	5	1917-22
	B. L. Pierce	8	1922-30
	L. A. Robertson	1	1930-31
	B. L. Pierce	8	1931-39
	W. E. Weagly	32	1939-71
	Don J. McIntyre	4	1971-75
	Richard L. Farrell	9	1975-87
	Richard L. Acierto	1/2	1988-88
		Average Tenure: 7.83	
Fairfield	C. C. Miller	5	1914-19
	C. G. Johnson	3	1919-22
	J. F. Bemiller	6	1922-28
	R. M. Eyman	17	1928-45
	Paul R. Cummins	15	1945-60
	D. O. Davis	6	1960-66
	Robert Kalish	13 1/2	1966-80
	H. W. Klein	1/2	1980-80
	Kenneth Warling	4 1/2	1980-85
	H. W. Klein	3	1985-Present
		Average Tenure: 7.35	
Fayette	Frank M. Allen	1	1914-15
	Oliver S. Nelson	8	1915-23
	M. E. Wilson	11	1923-34
	W. J. Hilty	27	1934-61
	Roger O. Hoffman	3	1961-64
	John Hardin	5	1964-69
	Guy M. Foster	14	1969-83
	Stephen J. Yambor	5	1983-Present
		Average Tenure: 9.25	
Franklin	Wm. S. Coy	5	1914-19
	Chas. W. Cookson	5	1919-24
	Geo. C. Beery	34	1924-58
	Thomas J. Quick	9	1958-67
	Fred Daniel	8	1967-75
	Don J. McIntyre	13	1975-Present
		Average Tenure: 12.33	
Fulton	C. J. Biery	1	1914-15

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	C. D. Perry	8	1915-23
	W. H. Tedrow	2	1923-25
	C. P. Weber	5	1925-30
	C. C. Smith	2	1930-32
	C. P. Weber	22	1932-54
	H. L. Pfost	18	1954-72
	E. W. Winfield	16	1972-Present
		Average Tenure: 9.25	
Gallia	Wayne Lutz	5	1914-19
	J. H. Mathews	2	1419-21
	E. W. Edwards	1	1921-22
	John Mathews	2	1922-24
	E. W. Edwards	9	1924-33
	Bion Bradbury	6	1933-39
	W. E. Wiseman	2	1939-41
	J. D. McKinley	1	1941-42
	Bion Bradbury	2	1942-44
	B. Lewis Jones	16	1944-60
	T. K. Owens	7	1960-67
	Clarence Thompson	6	1967-73
	Comer Bradbury	3	1973-76
	Thomas E. Harriston	3	1976-79
	Gary E. Toothaker	5	1979-84
	L. Neil Johnson	4	1984-Present
		Average Tenure: 4.63	
Geauga	Harold E. Ryder	11	1914-25
	L. W. Reese	2	1925-27
	F. R. Schofield	35	1927-62
	Denver C. Jividen	12	1962-74
	Walter S. Smith	5	1974-79
	George R. Groh	5	1979-84
	Matthew L. Galemmo	4	1984-Present
		Average Tenure: 10.57	
Greene	Frank M. Reynolds	6	1914-20
	H. C. Aultman	20	1920-40
	Harry Pickering	1 1/2	1940-41
	S. O. Liming	11 1/2	1942-53
	Vaughn Lewis	4	1953-57
	E. W. Kavanagh	9	1957-66
	Robert P. Peters	16	1966-82
	Howard L. Post	6	1982-Present
		Average Tenure: 9.25	
Guernsey	Wm. G. Wolfe	21	1914-35
	Chas. E. Knowles	15	1935-50
	Robert P. Murphy	19	1950-69
	Donald W. Jones	19	1969-Present
		Average Tenure: 18.50	
Hamilton	Thos. Pierce	3	1914-17
	Pliny Johnston	6	1917-23
	O. H. Bennett	25	1923-48

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Charles Crouch	14	1948-62
	John Wilson	9	1962-71
	Arnold Collins	10	1971-81
	Ralph Sinks	7	1981-Present
		Average Tenure: 10.57	
Hancock	A. J. Nowlan	9	1914-23
	J. W. Insley	7	1923-30
	E. E. Ray	18	1930-48
	E. J. Joseph	20	1948-68
	P. J. Slaymaker	6 1/2	1969-75
	M. E. Acocks	9 1/2	1975-84
	B. E. Cox	3 1/2	1984-Present
		Average Tenure: 10.50	
Hardin	F. P. Allyn	11	1914-25
	H. O. Hanna	3	1925-28
	C. A. Arganbright	2	1928-30
	F. C. Ransdell	15	1930-45
	B. W. Cotterman	2	1945-47
	F. C. Ransdell	9	1947-56
	F. M. Blackburn	20	1956-76
	Charles E. Renner	12	1976-Present
		Average Tenure: 9.25	
Harrison	J. C. Stiers	3	1914-17
	Geo. E. Roche	16 1/3	1917-33
	D. C. Simpson	18 2/3	1933-52
	G. E. Redman	10	1952-62
	James O. Wiggins	9	1962-71
	James N. Campbell	6	1971-77
	Kenneth E. Gold	10	1977-87
	Ronald J. Pagano	1	1987-Present
		Average Tenure: 9.25	
Henry	W. T. Hatcher	4	1914-18
	H. O. Teal	6	1918-24
	A. P. Stalter	11	1924-35
	Wade O. Knight	5	1935-40
	John Anderson	1	1940-41
	M. E. Brandon	15	1941-56
	J. C. Rudolph	8	1956-64
	O. M. Welch	7 1/2	1964-72
	Robert C. Baker	16 1/2	1972-Present
		Average Tenure: 8.22	
Highland	W. H. Vance	8 1/2	1914-22
	J. C. Vance	1/6	1922-23
	R. S. Kelsey	3 1/3	1923-26
	D. H. Patton	2 1/6	1926-28
	C. H. Williams	4	1928-32
	W. G. Williamson	29	1932-61
	W. J. Hilty	3	1961-64
	Richard Pulliam	3	1964-67
	John A. Cushing	6	1967-73

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	George L. Greer	14 1/2	1973-88
	Pamela Nickell	0	1988-Present
		Average Tenure: 7.32	
Hocking	J. P. West	1 week	1914-14
	W. C. Brashares	8	1914-22
	O. A. Butcher	1/2	1922-22
	Geo. W. Christman	3 5/6	1922-26
	J. W. Coleman	13	1926-39
	S. H. Dillon	16 1/6	1939-55
	James Frey	17	1955-72
	Fred Good	1	1972-73
		Average Tenure: 7.38	NOTE: In 1973 the County School System became a part of the Logan City School District.
Holmes	Frank H. Close	12	1914-26
	H. A. Frankhauser	1	1926-27
	B. F. Baumgardner	1	1927-28
	T. G. Syler	6	1928-34
	B. O. Leeper	2	1934-36
	J. J. Deetz	3	1936-39
	J. F. Jameson	2	1939-41
	D. C. Egger	18	1941-59
	E. J. Miller	13	1959-72
	Robert E. Lee	9	1972-81
	Richard E. Maxwell	6 1/2	1981-Present
		Average Tenure: 6.68	
Huron	A. O. Minnich	7	1914-21
	E. A. Bell	28	1921-49
	Ralph R. Brown	21	1949-70
	Thomas J. Lasley	9	1970-79
	Delbert South	3	1979-82
	Donald R. Schick	6	1982-Present
		Average Tenure: 12.33	
Jackson	Morris A. Henson	5	1914-19
	J. Floyd Dickson	5	1919-24
	Lloyd H. Wharton	3	1924-27
	Orin W. Davis	15	1927-42
	Vernon W. Barnes	21	1942-63
	Ralph D. McCormick	8	1963-71
	Howard L. Smith	17	1971-Present
		Average Tenure: 10.57	
Jefferson	W. I. Everson	9	1914-23
	F. D. Ring	3	1923-26
	Frank Linton	1 1/3	1926-27
	M. L. Dennis	2	1927-30
	Carl Manrod	3	1930-33

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Delbert Woodford	8	1933-41
	Ray B. Roshon	5/12	1941-42
	Kermit Daugherty	4	1942-46
	Ray B. Roshon	18	1946-64
	Norman C. Sommers	12	1964-76
	Hartsell Dodrill	8	1976-87
	Craig A. Closser	1	1988-Present
		Average Tenure: 5.88	
Knox	W. F. Allgire	3 1/2	1914-17
	J. C. Marriott	11 2/3	1917-29
	J. H. Grove	21	1929-50
	G. M. Hanes	11	1950-61
	Robert F. Schultz	1 3/4	1961-63
	Robert McNutt (Acting)	1/4	1963-63
	I. J. Miller	3 3/4	1963-66
	Robert Potts (Acting)	1/4	1966-66
	I. J. Miller	4	1967-71
	Robert McNutt (Acting)	1/4	1971-71
	Charles Grauque	2 3/4	1971-74
	Robert McNutt (Acting)	1/4	1974-74
	Joseph S. Short	12 1/2	1974-87
	Bruce E. Hawkins	1	1987-Present
		Average Tenure: 5.21	
Lake	F. H. Kendall	17	1914-31
	John R. Williams	24	1931-55
	Henry LaMuth	22 1/2	1955-78
	George E. Enscho, Jr.	11	1978-88
	James Porter	0	1988-Present
		Average Tenure: 18.63	
Lawrence	V. F. Dillon	2	1914-16
	F. J. Kelly	1	1916-17
	L. C. Martin	3	1917-20
	C. B. Dillon	3	1920-23
	Wm. C. Paul	11	1923-34
	Stanley C. Neal	5	1934-39
	Rom J. Willis	6	1939-45
	Wm. C. Paul	1	1945-46
	J. W. Coleman	1	1946-47
	George Webb	6	1947-53
	W. Donald Russell	10	1953-63
	George Webb	4	1963-67
	Harvey Butcher	8	1967-75
	Oakley C. Collins	13	1975-Present
		Average Tenure: 5.29	
Licking	Elmer Jordon	3	1914-17
	N. D. O. Wilson	6	1917-23
	Lester Black	27	1923-50
	Harold Sebold	18	1950-68
	Robert Lucas	3	1968-71
	Charles Pickens	9	1971-80
	Lewis R. Mollica	7 1/2	1980-87

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Donald E. Boehm	1	1987-Present
		Average Tenure: 9.31	
Logan	John M. MacKinnon	1	1914-15
	A. B. Lynn	1	1915-16
	E. A. Bell	5	1916-21
	D. H. Sellers	2	1921-23
	Glenn Drummond	14	1923-37
	A. G. Welshimer	4	1937-41
	C. E. Oxley	8	1941-49
	John M. Stanfield	9	1949-58
	Paul Evilsizor (Acting)	1	1958-59
	John M. Stanfield	4	1959-63
	Ray Reynolds	6	1963-69
	Sheldon Hall	10	1969-79
	Max E. McGowan	9	1979-Present
		Average Tenure: 5.69	
Lorain	W. A Hiscox	6	1914-20
	E. C. Seal	6	1920-26
	R. P. Vaughn	9	1926-35
	C. A. Gibbens	28	1935-63
	W. A. Whyte	19	1963-82
	John T. Weber	6	1982-Present
		Average Tenure: 12.33	
Lucas	J. W. Zeller	1	1914-15
	J. W. Whitmer	19	1915-34
	A. N. Thurston	6	1934-40
	Harold E. Ryder	16	1940-56
	K. C. DeGood	2	1956-58
	Hugh S. Morrison	5	1958-63
	Glenn W. Schaller	9	1963-72
	June Gabler	3	1972-75
	Gordon Ruff	3	1975-78
	Thomas B. Baker	10	1978-Present
		Average Tenure: 7.40	
Madison	J. A. Runyan	3	1914-17
	L. C. Dick	21	1917-38
	Ray E. Mikesell	4	1938-42
	W. C. Smith	9	1942-51
	Rolla D. Webster	17	1951-68
	Robert R. Parman	20	1968-Present
		Average Tenure: 12.33	
Mahoning	Jerome Hull	18	1914-32
	Chas. B. Rayburn	13	1932-45
	E. C. Saltsman	5	1945-50
	W. C. Smith	18	1951-69
	Robert P. Shreve	16 1/2	1969-86
	Ronald S. Kendall	2 1/2	1986-Present
		Average Tenure: 12.17	

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
Marion	Vernon M. Riegel	3	1914-17
	W. R. Heistand	6	1917-23
	Chas. B. Rayburn	9	1923-32
	D. T. Mills	28	1932-60
	A. O. Gross	21	1960-81
	Harry L. Alexander	3	1981-85
	James L. Traveline	3	1985-88
		Average Tenure: 10.43	
Medina	G. W. Leahy	1/6	1914-14
	C. E. Jenks	4	1914-18
	M. E. Hawk (Acting)	1/3	1918-18
	C. E. Jenks	1/3	1918-18
	D. W. Pearce	2	1918-20
	C. B. Ulery	2	1920-22
	S. H. Babcock (Acting)	2/3	1922-22
	M. A. Shephard	1/12	1922-22
	S. H. Babcock	25	1922-47
	R. Behrens (Acting)	1/2	1947-47
	H. A. White	26	1947-73
	Homer B. Smith	15	1973-Present
		Average Tenure: 6.33	
Meigs	G. H. Crow	6	1914-20
	T. W. Karr	2	1920-22
	W. C. Merritt	1/6	1922-22
	C. N. Wagner	10	1922-32
	C. O. Chapman	17	1932-49
	O. O. Patterson	17	1949-66
	Robert E. Bowen	17	1966-83
	John D. Riebel	5	1983-Present
		Average Tenure: 9.25	
Mercer	S. Cotterman	9	1914-23
	M. O. Krugh	9	1923-32
	D. B. Spangler	14	1932-46
	Clarence Specht	3	1946-49
	Glen C. West	7	1949-56
	Howard P. Smith	10	1956-66
	Boyd Granger	15	1966-81
	Kenneth E. Taylor	6	1981-Present
		Average Tenure: 9.13	
Miami	L. J. Bennett	9	1914-23
	D. H. Sellers	11	1923-34
	M. L. Williams	8	1934-42
	C. V. Thompson	21	1942-63
	R. W. Lawrence	7	1963-70
	Tom Jones	13	1970-83
	Walter J. Schrof	4	1983-87
	Robert L. Weinfurtner	1	1987-Present
		Average Tenure: 9.25	
Monroe	J. V. Nelson	2	1914-16
	Ed Feiack	10	1916-26

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	G. V. Nelson	10	1926-36
	F. L. Pollock	21	1936-57
	S. H. Dillon	3	1957-60
	Donald K. Cobb	3	1960-63
	Henry Prichard	7	1963-70
	Delven W. Devore	9	1970-79
	C. Duane Burton	5	1979-84
	David Phillips	4	1984-Present
		Average Tenure: 7.40	
Montgomery	A. A. Maysilles	12	1914-26
	C. W. Plessinger	7	1926-33
	Wm. A. Driscoll	23	1933-56
	M. Byron Morton	2	1956-58
	O. R. Edgington	7	1958-65
	Kenneth Crim	11	1965-76
	Raymond Hopper	12	1976-Present
		Average Tenure: 10.57	
Morgan	Clarence G. Johnson	5	1914-19
	F. A. Davis	15	1919-34
	C. W. Mallett	14	1934-48
	W. O. Porter	11	1948-59
	A. M. Glass	1	1959-60
	R. W. Klay	3	1960-63
	J. O. Young	6	1963-69
	James D. McKinney	17	1969-86
	Budd G. Hegele	1	1987-Present
		Average Tenure: 8.11	
Morrow	Chas. E. Davis	2	1914-16
	C. C. Crawford	4	1916-20
	C. G. Leiter	2	1920-22
	E. E. Ray	2	1922-24
	W. A. Stage	4	1924-28
	H. O. Hanna	7	1928-35
	F. E. Honnold	14	1935-49
	T. A. Gantz	13	1949-62
	Frank D. Cochran	15	1962-77
	James L. Strayer	7	1977-85
	Douglas Whitaker	3	1985-Present
		Average Tenure: 6.64	
Muskingum	John S. McGinnis	8	1914-22
	Chas. W. Matson	10	1922-32
	F. D. Ring	18	1932-50
	Asa O. Tom	20	1950-70
	Eugene R. Murdock	17	1970-87
	Larry W. Miller	1	1987-Present
		Average Tenure: 12.33	
Noble	E. E. Miller	1	1914-15
	H. L. Bates	13	1915-28
	H. G. Riggs	17	1928-45
	H. C. Secrest	28	1945-73

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Vasil Sokal	6	1973-79
	J. D. Strahler	8	1979-Present
		Average Tenure: 12.17	
Ottawa	A. O. Dehn	35 1/3	1914-49
	Elizabeth Offerman	2/3	1949-50
	Edwin E. Digby	19	1950-69
	Earl J. Johnson	10	1969-79
	Roger E. Fair	8 1/2	1979-87
	James H. Getz	1	1987-Present
		Average Tenure: 12.42	
Paulding	John C. Berg	9	1914-23
	L. M. Eschbach	3	1923-26
	W. M. Schumadier	3	1926-29
	A. F. Ptak	5	1929-34
	John H. Finley	6	1934-40
	A. C. Bell	16	1940-56
	R. F. Weible	14	1956-70
	E. E. Tillis	6	1970-76
	Roger E. Goddard	8	1976-83
	Paul D. Clark	4	1984-Present
		Average Tenure: 7.40	
Perry	W. J. Bankes	4	1914-18
	D. E. Riggle	7	1918-25
	Rachel O. Yaw	3	1925-28
	O. E. Hearing	32	1928-60
	W. J. Jones	12	1960-72
	Randall R. Talbott	12	1972-84
	Richard Fisher	4	1984-Present
		Average Tenure: 10.57	
Pickaway	J. H. Cook	2	1914-16
	M. C. Warren	15	1916-31
	Milton Cox	1/3	1931-31
	D. L. Buchanan	2 2/3	1931-34
	Geo. D. McDowell	36	1934-70
	Judson Lanman	1	1970-71
	Edward Martin	8 1/2	1971-80
	Jack Leaker	1/2	1980-80
	Donald L. Dowdy	8	1980-Present
		Average Tenure: 8.22	
Pike	W. M. Shumaker	1/12	1914-14
	E. N. Dietrich	3	1914-17
	J. D. McKinley	4	1917-21
	O. F. Williamson	10	1921-31
	J. E. Way	38	1931-69
	C. A. Way	3	1969-72
	Kenneth E. Thompson	16	1972-88
	Larry Meredith	0	1988-Present
		Average Tenure: 10.79	

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
Portage	H. B. Turner	2	1914-16
	O. E. Pore	9	1916-25
	J. V. McDowell	3	1925-28
	H. D. Byrne	6	1928-34
	Calvin Rausch	23 1/3	1934-57
	Vaughn Webb (Temp.)	1/2	1957-58
	Lee W. Grimsley	15	1958-73
	Harold L. Hall	15	1973-88
	Donald Szostak	0	1988-Present
		Average Tenure: 9.25	
Preble	W. S. Fogarty	9	1914-23
	C. R. Coblentz	33	1923-56
	John Black	23	1956-79
	James N. Walker	9	1979-Present
		Average Tenure: 18.50	
Putnam	Geo. J. Keinath	20	1914-34
	Carl Vermilya	16	1934-50
	Ralph McKibben	8	1950-58
	Collins J. Stackhouse	22	1958-80
	Larry D. Bracken	8	1980-Present
		Average Tenure: 14.80	
Richland	E. W. Bell	6	1914-20
	L. C. Martin	7	1920-27
	H. H. Phelps	2	1927-29
	J. W. Kern	5	1929-34
	Boyd Robinson	16	1934-50
	Dale B. Kinney	22	1950-72
	Harold E. Daup	11 1/2	1972-83
	David S. McVicker	3 1/2	1984-87
	David C. Cardwell	1	1987-Present
		Average Tenure: 8.22	
Ross	C. A. Puckett	3	1914-17
	A. W. Whetstone	3	1917-20
	J. L. Fortney	13	1920-33
	Harry S. Rees	4	1933-37
	A. E. Gower	28	1937-65
	James E. Shope	10	1965-75
	Arthur G. Shumate	7	1975-82
	Robert D. Sigler	6	1982-Present
		Average Tenure: 9.25	
Sandusky	R. A. Wales	2	1914-16
	S. A. Harbourt	6	1916-22
	D. L. Buchanan	3	1922-25
	H. E. Ryder	14	1925-39
	W. A. Whitman	24	1939-63
	R. Clay	3	1963-66
	R. P. Cummings	9	1966-75
	L. R. Ratliff	5	1975-80
	J. J. Poth	2	1980-82
	Clyde A. Metz	2	1982-85

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Gary M. Keller	3	1985-Present
		Average Tenure: 6.64	
Scioto	E. O. McCowen	27	1914-41
	E. Rex McCowen	2	1941-43
	N. B. Potts	2	1943-45
	E. Rex McCowen	27	1945-72
	Dale W. Gillette	3	1972-75
	Edward R. Hall	8	1975-83
	William F. Platzer	5	1983-Present
		Average Tenure: 10.57	
Seneca	J. A. Sherck	25	1914-39
	Samuel E. Martin	29	1939-68
	Floyd Porter	5	1968-73
	James Akenhead	3	1973-76
	Raymond Gaietto	11	1976-87
	R. Lee Lichtle	1	1987-Present
		Average Tenure: 12.33	
Shelby	W. E. Partington	12	1914-26
	J. H. Henke	7	1926-33
	H. R. Taubken	1/3	1933-34
	C. E. McCorkle	23 1/6	1934-57
	Frances Calderwood	1/2	1957-58
	E. E. Everman	4	1958-62
	Paul R. Needles	4 1/2	1962-67
	Clifford P. Bunnell	9 1/2	1967-76
	Donald E. Flinn	12	1976-Present
		Average Tenure: 8.11	
Stark	J. J. Armstrong	6	1914-20
	J. A. Smith	5	1920-25
	H. D. Teal	4	1925-29
	L. J. Smith	6	1929-35
	E. D. Maurice	5	1935-40
	T. C. Knapp	22	1940-62
	Raymond G. Drage	17	1962-79
	M. Herman Sims	9	1979-Present
		Average Tenure: 9.25	
Summit	C. A. Flickinger	21	1914-35
	Carl Coffeen	27	1935-62
	J. Ralph Gillman	19	1962-81
	Homer C. Neff, Jr.	7	1981-88
	Louis Daugherty	0	1988-Present
		Average Tenure: 18.50	
Trumbull	J. E. Boettiger	9	1914-23
	John C. Berg	28	1923-51
	Frederick B. Louys	16 1/2	1951-68
	George Morar, Jr.	16	1968-84

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	Herbert G. Thomas	4	1984-Present
		Average Tenure: 14.70	
Tuscarawas	Charles Barthelmeh	22	1914-36
	W. E. Laws	28	1936-64
	Linton Honaker	15	1964-79
	Richard L. Ronald	9	1979-Present
		Average Tenure: 18.50	
Union	D. H. Sellers	7	1914-21
	J. A. Yealy	15	1921-36
	A. P. Russell	1 1/2	1936-38
	Gale Baldwin	18 1/2	1938-56
	Homer R. Fisher	11	1956-67
	Richard Slusher	9	1967-76
	James W. Wright	12	1976-Present
		Average Tenure: 10.57	
Van Wert	J. A. Greulach	11	1914-25
	D. R. Bendure	7	1925-32
	C. L. Shaffer	12	1932-44
	M. J. Morrison	2 1/3	1944-46
	R. G. Brand	24 1/6	1946-71
	J. E. Schaffner	11 1/2	1971-82
	David W. Rhoades	6	1982-Present
		Average Tenure: 10.57	
Vinton	C. H. Copeland	5	1914-19
	C. H. Williams	3	1919-22
	Milton S. Cox	9	1922-31
	J. D. McKinley	10	1931-41
	W. E. Wiseman	1	1941-42
	David M. Bryson	21	1942-63
	Edwin P. Reffett	3	1963-66
	John B. Palmer	4	1966-70
	Kenneth W. Christopher	3 1/2	1970-73
	Harold V. Felton	4	1973-77
	Ronald E. Vaughan	2 1/2	1978-80
	Herbert S. Burson	4	1980-85
	Clyde J. Crewey	3	1985-Present
		Average Tenure: 5.62	
Warren	Fletcher Hawke	4	1914-18
	Fielder B. Harris	14	1918-32
	Charles H. Bohl	12	1932-44
	Raymon F. Hatfield	24	1944-68
	Orin A. Souther	15	1968-83
	Gerald L. Powell	5	1983-Present
		Average Tenure: 12.33	
Washington	M. C. Smith	10	1914-24
	W. H. Webb	9	1924-33
	G. W. Jacoby	12	1933-45

Names of Counties	Names of Superintendents	No. of Years in Office	Dates of Terms From - To
	C. L. McMahan	7	1945-52
	Ralph Tullis	15	1952-67
	Paul E. Wiley	8	1967-75
	Robert D. Reed	11	1975-86
	Claude S. Davis	1	1986-87
	Noah V. Garris	1/6	1987 Interim
	P. Barton Cromer	1	1987- Present
		Average Tenure: 7.40	
Wayne	G. U. Baumgardner	10	1914-24
	C. A. Gibbens	11	1924-35
	Arthur C. Beers	5	1935-40
	Ralph Hathaway	8	1940-48
	Ralph Ely	9	1948-57
	John R. Lea	12	1957-69
	Edwin O. Thompson	15	1969-86
	Douglas R. Staggs	2	1986-Present
		Average Tenure: 9.00	
Williams	W. A. Salter	8	1914-22
	F. O. Russell	4	1922-26
	J. F. Smith	10	1926-36
	H. C. Vannorsdall	33	1936-69
	J. C. Berthold	9	1969-78
	Richard. K. Harpster	10	1978-Present
		Average Tenure: 12.33	
Wood	H. E. Hall	20	1914-34
	Charles S. Harkness	23	1934-57
	Elmer P. Marks	13	1957-70
	Dallas E. Gardner	18	1970-Present
		Average Tenure: 18.50	
Wyandot	James H. Grove	15	1914-29
	Ralph Broede	19	1929-48
	Durling W. Oman	20	1948-68
	James W. Smith	11	1968-79
	Robert A. Ludwig	4	1979-83
	James H. Getz	4	1983-87
	Madelyn M. Jarvis	1	1987-Present
		Average Tenure: 10.57	

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